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ABSTRACT

This study investigated the status of instruction in cultures and languages other than English in Queensland, Australia in preparation for development of comprehensive and coherent public policies for the field. The report addresses the following topics: the policy development process (project background and the nature of language education planning); language education planning in Australia (national summary and Queensland initiatives); the rationale for teaching languages and cultures (nature and needs of Queensland society); achieving effective implementation (general considerations); infrastructure at the national, state, regional and higher education levels; creation of a favorable climate for policy implementation; data collection and dissemination; importance of quality control; language and cultural education in the schools (target enrollments, selection of languages, strengthening individual languages, cultural awareness, controlled introduction and development of programs, language learning modes, and facilities in schools); and teachers (language proficiency and professional competence, status, career paths, and teacher supply 1990-1995 and 1996-2001). The document concludes with summaries of recommendations, timelines, and roles and responsibilities. Each of the 94 policy recommendations is placed in a framework which includes: the societal and individual needs; the goals and objectives; the implementation proposals and recommendations; indicators of success; and the rationale. Appended materials include a report on the status of Australian sign language, a report on one region's language planning efforts, and a language proficiency rating scale for non-native speakers. (MSE)

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GRIFFITH UNIVERSITY

Centre For Applied Linguistics and Languages
Division of Asian and International Studies

THE TEACHING OF LANGUAGES AND CULTURES IN QUEENSLAND

Towards a Language Education Policy for Queensland Schools

Prepared by

the
Centre for Applied Linguistics and Languages
Griffith University
for the
Queensland Education Department

Centre for Applied Linguistics and Languages
Division of Asian and International Studies
Griffith University
NATHAN QLD 4111.

Project Director: Professor David Ingram

Project Officer: Glyn John

Professional Assistant: Natalie Garrick

June 1990

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FOREWORD

> "Il est tres simple: on ne voit bien qu'avec le coeur. L'essentiel est invisible pour les yeux."
>
> "Mais, pour voir, il convient d'abord de participer. Cela est dur apprentissage." [Saint-Exupery] *

Language is the essence of a people. If we wish to understand other people, whether to weld a harmonious multiethnic society or to sell more effectively to other nations, we must learn to speak their language and to understand (i.e., to see clearly) their culture.

Queenslanders live in a multiethnic and multilingual society and world. The debate on whether Queensland or Australia should or should not be multiethnic, multicultural, and multilingual is largely irrelevant: diversity is a simple demographic fact, as it is that we are inextricably and intimately involved in an even more diverse world.

Though English is undeniably the principal language in Queensland, it is only one of the many spoken here and, further, it is a minority language in our neighbourhood. The principal markets to which we sell, from which we buy, and on which our economic and political securities depend speak principally languages other than English. It is an entirely fatuous notion that we, in Queensland, can survive and prosper with only English, that our economic, social and political future can be secure if we ignore the linguistic and cultural diversity that surrounds us at home and abroad.

If Queenslanders are to profit from the cultural richness around us, if we are to be able to live harmoniously with and to influence the diverse peoples that surround us at home, in the Asian-Pacific region and beyond, if we want our neighbours to accept us and to buy our products, then we must learn to respect them, to value them and, most fundamentally of all, to understand them. Even if we were to put aside social and humanitarian idealism and wanted only that Queensland be able to trade with maximum advantage, Queenslanders must understand the people with whom we seek to trade, we must be able to match our products to the particular needs of our customers, and we must be able to promote our products in the commercially most successful language, that of our customers.

For all these reasons, languages must be considered a resource of immense cultural, social and economic importance. Queenslanders must become proficient in languages. For too long, the Queensland education system has been, at best, indifferent to language skills, it seems to have viewed skills in languages other than English (many would say in English also) as of little real importance, certainly of no practical importance, and, at the most, as being esoteric, fit only for dilettantes, and of no vocational or social relevance.

Consequently, the language education system has fallen into serious decline, our ability to compete internationally has suffered, and we are, as a State and as a nation, confronted with a trade situation so adverse that our economy is in serious jeopardy. In addition, our inattention to necessary language skills in English and other languages has meant that inequalities have become entrenched in the society and most Queensland children have been denied the educational, vocational and intellectual advantages to be drawn from high quality, effective language learning.

Nationally, the importance of skills in English and other languages has become increasingly recognized. At the Federal level, Australia has led the English-speaking world in systematically developing and adopting a national policy on languages and all States and Territories have either adopted or are in the process of developing their own language education policies. With the policy in this document, Queensland also is seeking to recognize the vital importance of language skills and to ensure that all Queensland children have the advantage of becoming bilingual with high proficiency in English and at least one other language and a sensitively developed acceptance and understanding of other cultures.

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* ***Approximate translation:*** It is very simple: you can see clearly only with your heart. The essential things are invisible to your eyes.

But if you wish to see, you must first participate. That is the hard lesson.

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Throughout this report reference is made to the Ministerial Advisory Council (MACOL) on Languages and Cultures. The authors understand, however, that at the time this report is being prepared a major review of the internal structure of the Department is nearing completion and that the proposed Languages and Cultures Unit (LACU) will be given the status, responsibility and resources to enable it to determine languages and cultures policy across the Department and to take account of industry needs. If so, the Languages and Cultures Unit may, subject to conditions outlined in the report, take on the role proposed for MACOL. In this case, LACU should be read for MACOL whenever it occurs.

EXECUTIVE SUMMARY

SECTION 1 The Development Process

1.1 Background to the Project

The Minister for Education, Paul Braddy, and Queeensland Department of Education personnel initiated a review in February 1990 to determine how best to implement the policies relating to languages and cultures proposed in the Queensland Labor Party's pre-election education manifesto. The Centre for Applied Linguistics and Languages at Griffith University was invited to undertake the study.

While the main focus has been on languages and cultures other than English, the total languages and cultures field has been described. This was done so that comprehensive and coherent policies (rather than piecemeal and intuitive strategies) could be developed to encompass the full field of languages and cultures in education.

The review was conducted by the writers with the assistance of an Advisory Committee and a Reference Group consisting of representatives from a wide variety of the areas included in the total languages and cultures field.

1.2 The Nature of Language Education Planning

Language-in-education planning is the process involved in demonstrating how the ideals, goals and content of a language policy can be realized in practice. In the past, Queensland has not possessed a clearly formulated and stated language policy. This review infers a policy from the State's social, demographic, and economic structure, its international relationships, and general developments in language policy nationally.

Recommendation 1 constitutes the fundamental premise of a general language policy for Queensland.

In the past the real language and language education needs of Queensland have not been sufficiently considered and economic development, for example, has suffered. This can be prevented if all projects are required to consider language and language education needs.

The language education policy in this document comprises:

- a statement of Needs, both societal and individual
- a statement of Goals and Objectives
- the Policy Recommendations
- Implementation Proposals or an indication of how actions needed to implement the policy can be developed
- Indicators of Success or the way in which the policy can be evaluated, and

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- a brief Rationale or justification for the policy and implementation proposals.

SECTION II Language Education Planning in Australia

While some deficiencies have occurred as a result of using an inadequate model of policy-making. Australia, more than most English-speaking countries, has engaged in fairly systematic language and language education policy-making during the 1980's. A national policy on languages was adopted in 1987 and most States and Territories have also produced policies. Various Federal Departments have formulated policies in the areas of Asian language learning programs for immigrants. National and various Asian language curriculum projects have been established. The Australian Second Language Learning Program is having a significant effect on policy development.

The main deficiency of most programs is that they rarely adopt an adequate model of language or language education policy-making and consequently tend to omit important components particularly with regard to detailed and effective procedures for ensuring satisfactory implementation, evaluation and accountability.

II.2 Queensland initiatives

There has been considerable activity on the part of several sections of the Queensland Education Department, non-state schools and professional associations. Areas involved include Curriculum Development, the establishment of the Queensland LOTE Centre, initiatives in the areas of Aboriginal and Torres Strait Islander Education, Immigrant Education and cultural studies.

SECTION III Rationale for teaching Languages and Cultures

The nature of Queensland society and the needs that arise from this lead to a justification for language teaching and learning that includes:

- the mind-broadening effect of learning another language
- the favourable effect on cross-cultural studies
- the need for all persons to have the opportunity to develop a high level of proficiency in English or proficiency at least to that level which matches their needs and interests
- language maintenance with its favourable influence on the "ethnic" child's self-concept and on the language resources in society
- equality of rights and opportunity

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- the strong economic reasons: matching products to markets, more effective trade negotiations and marketing
- the beneficial effect on educational attainment and intellectual and cultural development.

These match the basis of the national policy on languages.

The needs which a language education policy describes must also be addressed through the formulation of goals. This document seeks as goals:

- Development in all Queensland children of cross-cultural attitudes favourable to a harmonious and mutually beneficial life in a multicultural society and world;
- Opportunities for all Queensland residents (especially the children) to develop high levels of proficiency in English and to maintain and develop proficiency in any other language or languages with which they identify;
- Attainment by all Queensland children of high levels of proficiency in English and at least one other language during the period of compulsory education and access to learning opportunities beyond this period and beyond the schools;
- Development of skills in English and other languages as a major resource of the State;
- Maximum educational, intellectual, emotional and cultural development of Queensland children promoted through the beneficial effect of high quality language programs.

SECTION IV Achieving Effective Implementation

IV.1 General Considerations

It is very difficult to ensure the effective implementation of any educational innovation no matter how apparently favourable the circumstances.

Innovations in the languages and cultures area have failed in many parts of the world. The following factors appear to be crucial to effective implementation:

- rigorous research methodology
- development of an effective infrastructure including specifications for clear, unambiguous lines of communication, clearly designated roles and responsibilities, good curriculum development, matching teaching supply to program needs for teachers, sound implementation strategies and sound evaluation procedures

- appreciation of the aims of the innovations by the general public and by all sections of the education systems involved
- taking account of the diversity of the languages and cultures situation.

IV.2 Infrastructure

Both at the national and Queensland levels there are severe constraints on effective implementation of major innovations due to the inadequacy of existing structures. This report proposes actions to be taken to improve the situation at the national level through Recommendations 4-10. It is essential for Queensland to establish an organisational framework capable of carrying innovations proposed in this document. Recommendations 11-17 are designed to demonstrate the nature of such a framework. Recommendations 18-19 propose actions to be taken with regard to the role of Tertiary Institutions in a sound infrastructure.

IV.3 Creating a Favourable Climate for Policy implementation

At present, debate about languages and cultures is often occurring from uninformed understanding of possible developments and of the issues underlying those developments. The Minister and the Education Department can greatly assist in creating a favourable climate by frequent and accurate media and other releases. (Recommendations 20-23)

IV.4 Data Collection and Dissemination

Data on all aspects of languages, cultures and teaching is an essential pre-requisite for sound planning and effective implementation. (Recommendation 24).

IV.5 Importance of Quality Control

Quality must at all times be a high priority. Timelines and procedures might sometimes need to be adjusted to ensure effective implementation. WITHOUT QUALITY CONTROL PROGRAMS WILL BE UNSUCCESSFUL AND THE WHOLE AIM OF THIS POLICY AND THE INNOVATIONS LEADING TO WIDER LANGUAGE LEARNING MAY BE SET BACK BY DECADES. (Recommendation 25)

SECTION V Language and Cultural Education in the Schools

V.1 Target enrolments

Targets for specific age groups and situations have been determined as a result of balancing a number of factors including societal needs, teacher supply, materials development, currently successful programs, research findings on the ways in which different age groups acquire a second language, and the projected overall curriculum framework of the Queensland Education Department (which aims at forming clear curriculum links between Primary and Secondary Schools).

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By January 1996, it should be possible for all schools to offer a language other than English to ensure sequential programs through Years 6 to 8. This should be the basic LOTE model for most students.

By January 1996, it should also be possible for all Secondary Schools to offer at least one language other than English through Years 8 to 12. Schools with enrolments above 600 should be able to offer at least two languages. Students should be able to learn languages either through direct teaching, through distance education through supplementary courses or through technology assisted language learning processes. The practice established in some Secondary Schools of offering a series of one-term semester "taster" language courses in Year 8 should be discontinued and replaced by long-term systematic programs in one or more languages.

V.2 Selection of languages

The recommended language policy for Queensland agrees with the National Policy on Languages in advocating a balanced "internationalist" approach, in providing students with a wide choice of languages, and in stressing the need for early bilingual programs for some children from non-English speaking backgrounds, particularly newly arrived migrants and refugees and certain Aborigines and Torres Strait Islanders.

The number of priority languages advocated by the NPL is too large for implementation in Queensland by 1996. The recommended policy for Queensland is for Chinese, French, German, Indonesian/Malaysian, Italian, Japanese and Spanish to be strongly encouraged and supported, with each Region offering each language in at least one school by 1996. Chinese, Indonesian/Malaysian, Italian and Spanish will require particular support in order to expand. Japanese has grown so rapidly that there is concern over the quality of many programs. This language needs to consolidate with further expansion occurring as teacher supply becomes sufficient to ensure quality programs.

Greek, Russian, Vietnamese, and Australian Sign Language should also be strongly encouraged. Aboriginal and Torres Strait Islander languages and Kriol should receive special consideration.

All the above languages and others should be available through direct teaching, distance education or self-access facilities by 2000.

Of the target languages, Chinese and Japanese present the greatest difficulties in all aspects of language learning, and particularly with regard to reading and writing.

It is essential that Tertiary Institutions co-ordinate their sources and improve and expand their teacher education facilities in order to provide quality teachers. Materials will need to be developed as also will facilities for distance and self-access education.

V.3 Strengthening individual languages

Australian Sign Language should be recognized as a language in its own right.

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Language and culture considerations should be addressed in connection with Aboriginal, Torres Strait Islander and South Pacific Islander societies, both to help meet specific needs of members of those societies and to present all Queenslanders with accurate programs to develop appreciation of the nature and complexity of both traditional and present day indigenous society. Units on indigenous languages and cultures should be essential components in all pre-service diploma and degree programs.

V.4 Cultural awareness

Cultural awareness should be part of a process which is built into the whole school curriculum from Pre-school to Year 12. While there is evidence of some good teaching in the cultural awareness area, there are also a number of disturbing features in some situations including stereotyping, an emphasis on bizarre and exotic features, and the teaching of Australiana through culture programs (teaching Australian children to sing "Waltzing Matilda" in Chinese for example).

V.5 Controlled introduction and development of programs

It is important to strike a balance between stifling the independence and creativity of teachers and schools on the one hand and allowing completely uncontrolled introduction and development of programs on the other hand. Uncontrolled programs lead to failure, affecting not only the uncontrolled programs but also damaging the reputation of successful programs. This report proposes a number of measures to ensure effective implementation.

Two existing immersion programs are recommended for further resourcing. (These are programs where several areas of the curriculum are taught through the medium of another language). It is desirable to extend such programs more widely. Schools introducing immersion programs would be expected to develop into "lighthouse" schools for languages generally.

It is necessary to plan for language and culture needs arising from emergency situations such as the sudden arrival of refugees and migrants.

Resources would be excessively diluted if they were immediately spread evenly throughout the state. For an interim period of five years it is proposed that Central and Peninsula Regions along with South East Queensland should be targeted for particular help so that recommended models might be trailled and developed in particularly favourable circumstances.

V.6 Mode of offering language learning

Language learning will take place through a variety of modes including direct teaching in schools, distance education, self-access using technology assisted language learning processes, teleconferencing, Schools of Excellence in Languages, and Regional Language Centres.

Proficiency will be recognized in languages learned in ethnic schools, by living abroad, or growing up in a home where the language is spoken.

For children in Years 6 to 8 in well-populated areas, a Cluster model can be adopted using direct teaching by itinerant LOTE specialists. In isolated areas, teaching can be by means of teleconferencing supplemented by routine visits from specialists.

After Year 8, children may elect to continue the same language in Year 9 and 10, and/or take another language in Year 9 and 10, to continue one or both languages into Year 11 and 12 and/or begin another language in Year 11.

Selected students could be given the opportunity after Year 12 to study a language intensively at a District, Regional or State centre for ten weeks or twenty weeks. This would greatly increase the number of proficient language speakers in the community and also provide a source from which to select trainee teachers. Funding for such courses might be available from a variety of sources.

V.7 Facilities in schools

Within many schools, language classes are conducted in unfavourable circumstances. The proposed Languages and Cultures Unit should formulate criteria for classroom conditions.

SECTION VI Teachers

VI.1 Language Proficiency and Professional Competence

A number of pre-requisites are vitally important to the successful achievement of quality teaching in all the circumstances proposed in this report:

- Specialist teachers need to be proficient in language and in language teaching methodology
- They need to be able to teach across the full age and ability range
- The supply of good language teachers needs to be sufficient to meet the greatly increasing demand
- All teachers, not only specialist language teachers, need to be able to deal satisfactorily with children of non-English speaking background, and should therefore receive some introduction to the basic principles of second language and cross-cultural teaching. (Recommendations 71-73)

Teachers will now be required to use active communicative approaches. This will not usually be possible unless their proficiency is at least S:3, L:3, W:3, R:3. However, in view of the difficulties presented by languages with ideographic scripts the proposed levels are S:3, L:3, R:2, W:2.

A remedial plan is necessary to urgently raise teachers' proficiency levels. (Recommendations 76-78)

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VII.2 Status

At present, there is no separate classification for LOTE teachers, English teachers and Social Science teachers - they are all classed as General Teachers, unlike specialists in other subject areas. Recommendations 79 and 80 propose changes to improve the status of General Teachers.

VI.3 Career paths

An improved career structure is proposed: some positions in the Advanced Skills Teacher band; additional promotional positions at the levels of Cluster Co-ordinator, District Co-ordinator, Regional Co-ordinator, Senior Education Officer and State Co-ordinator. (Recommendations 81-85).

VI.4 Teacher Supply

The report recommends strategies for two time frames:

> July 1990 - December 1995
> It will be five years before teachers drawn from our present school population begin to appear. During this interim period, several measures are proposed including the recruitment and training of native speakers as classroom assistants and providing them with a career structure; training existing teachers of other areas to teach languages; recruitment and training of teachers with overseas qualifications; and recruitment and training of people with language proficiency from industry, commerce and other professions; maximising the use of present LOTE teachers. (Recommendations 86-92).
>
> January 1996 - January 2001
> During this period there will be a controlled supply from the training institutions. There will be a phased development which enables some target languages to maximise their teacher supply at a faster rate than others, while still providing the circumstances for those others to take root and develop and develop. (Recommendations 93, 94).

SECTION I: The Development Process

I.1 Background to the project

In January 1989 the Queensland Labor Party produced a document, "Labor's Education Blueprint - Schools", which described the policies it would implement if elected at the next State election. Among those policies were the following references to foreign languages and cultures:

page 8, item 13 -

In its first term a Goss Labor Government will:

> Implement a statewide program of foreign language study in primary schools.

page 9, item 16

A Goss Labor Government will:

> provide resources for a major foreign language and culture program in State secondary schools so that at least 10% of students graduating from Year 12 will be literate in a foreign language and culture, with an eventual target of 20%.

page 10, item 21 -

A Goss Labor Government will:

> Provide scholarships and funds to retrain teachers as specialist primary school language teachers in sufficient numbers for each State primary school in Queensland to offer foreign language and culture courses at primary level.

page 12, item 31 -

A Goss Labor Government will:

> Provide funds and specialized teachers for foreign language and culture programs in the latter years of all primary schools.

The Labor Party was elected to Government on 2 December 1989 and Paul Braddy was appointed Minister for Education. On taking office, he and personnel from the State Education Department initiated a number of urgent reviews to determine how best to implement various groups of policies from "Labor's Education Blueprint - Schools". A project - "Strategies for the Advancement of Policies in relation to Foreign Languages and Cultures" - was proposed through the Division of Schools to recommend directions for achieving the languages and cultures goals of the Blueprint.

It was felt by the Division of Schools that a person or organisation outside the Department was required to carry out the task within a time-frame of eleven weeks. Professor David Ingram, Director of Griffith

University's Centre for Applied Linguistics and Languages, consequently accepted an invitation to carry out the project.

Aim

Professor Ingram presented a proposal with the following aim:

> "The aim of the project is to bring together the various initiatives that have been taken in the area of language and cultural policies, to consider what may be required to complete a comprehensive and coherent language education policy, and to prepare such a policy for submission to the Assistant Director General (Studies) in the Queensland Education Department and ultimately to the Minister."
> *(Communication from D. Ingram to R. Mullins, 8 February 1990)*

Method

The project was conducted in accordance with the strategies proposed in the Division of Schools document of January 1990 "Strategies for the Advancement of Policies in Relation to Foreign Languages and Cultures". Within the constraints of time and resources, a rigorous format was adopted in which the aims, the methods of implementation, and the evaluation of the policy were comprehensively spelt out and justified.

Personnel

Personnel arrangements were as follows:

The project was under the leadership of Professor Ingram.

A small advisory committee was established consisting of people with particular expertise in the areas of languages education policy, language policy, language teaching, multiculturalism and the economic significance of language skills.

A wider reference group was formed, made up of people with particular interest in the appropriate areas. Members of the reference group were invited to read and respond to interim papers.

A full-time project co-ordinator, Glyn John, was appointed to work under the direction of the Project Director and the Advisory Committee. He is an applied linguist with extensive experience in policy development and administration and extensive experience of education in Queensland and elsewhere.

A meeting with the Minister for Education took place on Wednesday 21 February. Present were Ray Mullins (Assistant Director, Schools Division), David Ingram and Glyn John.

At the meeting Ingram and John expressed the view that while the central focus of the project could be on foreign languages and cultures, it was highly desirable to place such a focus in the wider context of a description of the total languages field. One particular advantage of such an approach was that comprehensive (rather than piecemeal) strategies could be developed to encompass the full field of languages and cultures in education. It was felt, too, that the term "foreign languages and cultures" was both restrictive and confusing. It did not, for example, take account of indigenous languages and cultures, nor did it take account of community languages, or of English for Non-English speakers.

What the Minister was proposing was a major initiative. Far less visionary initiatives had met with various problems (especially in primary schools) in Britain, in the European Community countries, in the USA, in the Soviet Union, to an extent in Canada and in a number of developing countries. It seemed clear that Queensland should attempt to get the infrastructure right - clear, unambiguous lines of communication, good curriculum development, sound implementation strategies and sound evaluation procedures.....

Because the languages and cultures field is so wide and so complex, it would be wrong to develop strategies for one part of that wide field without at least charting and describing the whole field and indicating common areas.

Ingram and John also commented on recent press reports that it is the Government's intention to introduce Asian languages into all primary schools. The Minister gave the viewpoint that this was not the case and that while Asian languages were to be encouraged, it was intended that there would be a balance across the state between Asian and European languages.

The following process was undertaken:

- Weekly meetings of the Advisory Committee were held.
- The Project Co-ordinator liaised with members of the Reference Group.
- The Project Co-ordinator conducted interviews with a wide range of individuals and groups.
- He undertook a detailed study of Central and Peninsula Regions as well as visiting schools in the Brisbane area.
- Interim papers were sent out weekly for response and reaction from Reference Group members and other individuals and groups.
- A two-day workshop was held at which the Advisory Committee and a variety of other people formulated policy recommendations.
- Progress reports were presented regularly to the Assistant Director General (Schools) and to Divisional Heads.

Advisory Committee

The Advisory Committee consisted of:

Project Director	Professor David Ingram BA AEd (Qld), MA PhD (Essex), FACE Director Centre for Applied Linguistics and Languages, Griffith University

Project Co-ordinator	Glyn John BA (Hons), DipEd (Lond.) MA (Applied Linguistics) (Essex), MEdSt (Qld) Former Queensland State High School Principal, now Languages and Applied Linguistics Educator, and Consultant, Centre for Applied Linguistics and Languages, Griffith University
Secretary	Shirley Ryan Secretary, Centre for Applied Linguistics and Languages Griffith University
Professional Assistant	Natalie Garrick, BA BEd MLit St (Qld) Former Lecturer, Brisbane College of Advanced Education Now Languages and Applied Linguistics Educator, Centre for Applied Linguistics and Languages Griffith University.
Advisory Committee	Gary Birch, BA DipEd (Qld) LittB (N.E.), MA (Essex) Senior Lecturer Division of Education Griffith University
	Lynette Bowyer, MEd (Manchester), MA (TEFL) (Kent) Deputy Director Centre for Applied Linguistics and Languages (Language Programs) Griffith University
	Glyn Davies, BA BEd Qld, MA (Lond.) Senior Lecturer Division of Education Griffith University
	Elaine Wiley, BA (Qld),DipEd (Melb.), MEdSt (Qld) Institute of Applied Linguistics Brisbane College of Advanced Education.

Reference Group

The Reference Group consisted of:

Professor Peter Cryle (Department of French, University of Queensland)

Professor Andrew Lian (Director of the Language Centre, Bond University)

Professor Roland Sussex (Centre for Applied Language Studies, University of Queensland)

Daniel Vever (Queensland University, seconded to State Education Department)

Professor David Lim (Griffith University)

Professor Colin Mackerras (Griffith University)

Mary Shipstone (Review Officer, Board of Senior Secondary School Studies)

Bob Dudley (Board of Senior Secondary School Studies)

Queensland Department of Education personnel:

Ray Mullins, Assistant Director, Division of Schools
Kerry Fairbairn, Principal Education Officer, Division of Curriculum Services
John Carr, Senior Education Officer, Division of Curriculum Services
Roger White, ASLLP Co-ordinator, Division of Schools
Betty Murray, Inspector of Schools, West Moreton Region
Terry Cooley, Inspector of Schools, Brisbane South Region
Michael Maher, Supervisor of Studies, Central Region
Frank Young, Regional Director, Peninsula Region
Matt O'Riley, District Inspector, Peninsula Region
Keith Dwyer, District Inspector, Wide Bay Region
John Dwyer, Chief Inspector.

Workshop participants

The following people took part in a two-day workshop held on 2 and 3 April to finalise recommendations and to draw up implementation proposals:

- Griffith University - David Ingram, Glyn John, Gary Birch, Lynette Bowyer
- Brisbane College of Advanced Education - Elaine Wylie
- University of Queensland - Professor Peter Cryle, Daniel Vever
- Bond University - Professor Andrew Lian
- Catholic Education - Helen Nicolson, Maree Johnson
- Modern Languages Teachers Association of Queensland - Barbara Clarke
- English Teachers Association - Esmé Robinson
- Board of Senior Secondary School Studies - Bob Dudley, Mary Shipstone
- State Education Department, Division of Special Programs Services - Joan de Graaf (LOTE Officer), Barbara Henderson and Grazia Catalano (Cultural Equity), Tom Ellis (Migrant Education)

- State Education Department, Division of Curriculum Services - Kerry Fairbairn (Principal Education Officer), Anna Van Hoof, Wendy Parkinson

- State Education Department, Division of Schools - Ray Mullins (Assistant Director), Roger White (ASLLP Project Co-ordinator), Advisory teachers: May Kwan (Chinese), Dr Gisela Triesch (German), Louis Benoit (French)

- State Education Department, West Moreton Region - Betty Murray, Inspector of Schools.

Interim papers and Workshop briefing papers were also read by:

- Professor Roland Sussex (Centre for Language Teaching and Research, Queensland University)

- Professor Alan Rix (Japanese and Chinese, Queensland University)

- Dr M. L. Wales and Dr R. D. Huddleston, Queensland University

- Dr M. Brandle, Institute of Modern Languages, Queensland University

- Dr Geoff Woollams, Division of Asian and International Studies (Indonesian), Griffith University.

Central Region

Discussions were held with the Supervisor of Studies (Mike Maher) and the Regional Languages Co-ordinator (Val Staermose).

Schools visited by Project Co-ordinator:

Lakes Creek State School - Observed Year 7 French taught by LOTE specialist. Class teacher present during lesson. Discussions with teachers and Principal.

Berserker Street State School - Observed year 7 German immersion lesson taught by usual class teacher. Discussion with Principal.

North Rockhampton State High School - Discussion with Principal and Deputy Principal.

Mount Archer State School - Observed Year 6 Japanese lesson. Discussion with teacher (LOTE specialist), class teacher and school administration.

Glenmore State High School - Discussion with Principal.

Blackwater, Duaringa, Bluff, Dingo - Teleconference French lesson.

Peninsula Region

Detailed discussions were held with Regional Director (Frank Young), Supervisor of Studies (Ken Rogers), Regional LOTE Co-ordinator (Claire Reppel, District Inspector of Schools (Matt O'Riley), Inspector of Schools (Barry Steib).

Discussions took place individually with the Principals of the following schools:

Mornington Island, Lockhart, Bloomfield, Bamaga State and Bamaga State High, Murray Island, Thursday Island State High, Smithfield State High, Atherton State High (Acting Principal), Woree State School, Cairns State High, Trinity Bay State High (Acting Deputy Principal), Goondi State School.

Visits were made to:

Far Northern Schools Development Unit (Thursday Island),Woree State School, Woree State High School, Atherton State High School, Trinity Bay State High School, Cairns State High School and Thursday Island State High School.

Discussions were held with Tableland LOTE teachers and with Cairns and District LOTE teachers.

In addition to discussions with the Principal at Thursday Island State High, discussions were also held with the School Community Counsellor, the Kalaw Kawaw Ya Instructor and the initiator of the project.

In Southern Queensland, individual discussions took place with the Director of the Division of Curriculum Services, the Director of the Division of Special Program Services, and the Assistant Director of the Division of Schools. Individual discussions were also held with key personnel involved with languages and related areas from each of those three Divisions.

Group discussions were held on several occasions with Departmental personnel and at joint Department/Tertiary Institutions meetings.

Visits were made to:

- Raceview State School to observe the Spanish program and also the teaching of mainstream English.

- Darra State School to observe two bilingual Vietnamese programs, each funded through a separate source.

  (The Project Co-ordinator was accompanied by the Inspector of Schools, West Moreton Region, Betty Murray, on the above visits. She is also a member of the Reference Group and has given a detailed description of the needs in her Region and proposed strategies for meeting those needs).

- Benowa State High School to observe the French immersion programs.

- Bond University to discuss with Professor Andrew Lian the possibilities presented by technology in the teaching of languages.

The Project Co-ordinator was accompanied by Kerry Fairbairn, Principal Education Officer, Division of Curriculum Services, on the above two visits. He is a member of the Reference Group and has been able to give detailed information on the strengths and weaknesses of language programs in a wide range of Queensland situations.

Similar reports have been made to the Project Co-ordinator by May Kwan (Chinese Advisory Teacher), Louis Benoit (French Advisory Teacher), Dr Gisela Triesch (German Advisory Teacher).

I.2 The Nature of Language Education Planning

This document seeks to propose a language education policy for Queensland schools. A paper to appear in a future edition of the *Annual Review of Applied Linguistics* defines language-in-education planning (or the process by which language education policy is produced) as

> "that field which exists between language policy-making and the classroom and its curriculum. The boundary between language policy-making in general and language-in-education planning is often unclear but the latter seeks to indicate how, within the education system, the ideals, goals and content of the former, to the extent they are relevant to education, can be realized. It is fringed on the one side by language policy-making in general and, on the other, by syllabus or curriculum-writing, the development of methodology and materials, and eventually class teaching." [Ingram, in press]

The development of a fully comprehensive and rationally elaborated language education policy has been inhibited in the current project, first, by the need to produce this document in a comparatively limited space of time and, second, as is evident from the above definition of language-in-education planning, by the lack of an elaborated language policy for Queensland. In other words, without an adopted general language policy on which to draw in proposing language education policy, it has been necessary to infer a policy from the State's social, demographic and economic structure, its international relationships, and general developments in language policy across the nation. In doing so, several assumptions have been made which combine to form the fundamental premise on which this policy is based. These are that:

- as recognized in the national policy on languages [Lo Bianco 1987: 6, 10], Australian English is, de facto, the national language of Australia and hence of Queensland, it is an essential unifying feature within the society and a distinguishing feature of Australians in the English-speaking world, it is the principal language for all official purposes (including education), and all Australian residents (hence all Queenslanders) have the right to learn Australian English at least to that level of proficiency which meets their needs and interests;

- all languages and cultures are, themselves, inherently valuable;

- language skills are a valuable resource of major significance to economic and social development;

- as Australia has officially recognized in signing various international conventions including the *UNESCO Convention against Discrimination in Education* and the *International Covenant on Civil and Political Rights*, all persons have the right to use, maintain and transmit to their children their own language or languages; and

- again as recognized in Australia's signing these same international conventions, all Queenslanders, irrespective of the language they speak, have the same inalienable civil, political and judicial rights and, as far as is reasonably practicable, the same right to equality of service and opportunity.

Consequently, the following recommendation constitutes the fundamental premise of a general language policy for Queensland on which this language education policy is based:

> ***Recommendation 1:***
> ***The State should recognize that Australian English is the national language of Australia and the principal language for all official purposes; all Queensland residents have the right to learn Australian English at least to that level of proficiency which meets their needs and interests; all languages and cultures are, themselves, inherently valuable and should therefore be an integral part of the curriculum for all children; language skills are a valuable resource of major significance to economic and social development; all persons have the right to use, maintain and transmit to their children their own language or languages and to learn other languages; and all Queenslanders, irrespective of the language they speak, have the same inalienable civil, political and judicial rights and, as far as is reasonably practicable, the same right to equality of service and opportunity.***

It has not been possible in the time available to provide an elaborated description of Queensland society, its nature and its needs and these factors have largely had to be assumed in preparing the policy proposals. In addition, though the general principles of language-in-education planning have been applied in preparing this report, the short time and limited resources allocated to the task have necessitated that many areas of language education desirably to be dealt with in a comprehensive policy have not been elaborated: the principal focus has been placed on second or foreign language learning, and it is strongly recommended that, using this report as a starting point, the proposed Ministerial Advisory Council on Languages and Cultures be charged with the task of elaborating a comprehensive and detailed policy.

> ***Recommendation 2:***
> ***The Ministerial Advisory Council on Languages and Cultures should elaborate the policy (outlined in this document) into a fully comprehensive and detailed policy covering all areas of language education. In doing so, it should also consider general language policy as the basis on which to further develop language education policy.***

In the past, the real language and language education needs in Queensland have not received adequate attention and, as a result, economic development, for example, has suffered. This can be prevented and the needs catered for, if all projects are required to consider the language and language education needs as they are developed. Thus, for instance, if the language and language education needs of tourism are to be catered for, an inquiry into the tourism industry should include an advisor on language and language education needs and policy or the inquiry's draft report should be referred to the proposed Ministerial Advisory Council on Languages and Cultures for consideration prior to being finalized. The discussions in 1989-90 on an international "multifunction polis" and on a strategic plan for Brisbane provide a further clear example of a development project with profound implications for language and language education policy.

> ***Recommendation 3:***
> ***All relevant projects in Queensland (e.g., development projects, committees of inquiry, etc.) should give consideration to language and language education needs and that, in order to do so, all such projects should include a suitable advisor on language and language education needs and policy or an appropriate reference for consideration should be made to the Ministerial Advisory Council on Languages and Cultures in sufficient time for the direction of the project or its report to be appropriately influenced.***

In the last two decades, there has been much activity in language policy-making and language-in-education planning in Australia: in the 1970's, this was non-systematic and principally in the context of multiculturalism and multicultural education while, in the 1980's, it was more systematic and emphasis increasingly fell on meeting Australia's economic and international needs. In general, these policy-making efforts (especially the earlier ones) have been idealistic but have not generally been comprehensive, fully coherent, or expressed in ways that allow the policy to be justified, implemented and continuously evaluated and adjusted. As a result, policy and practice have often been developed and implemented piecemeal with an emphasis on project-based activity of limited duration or effect and, consequently, significant areas of language education policy or its implementation have been neglected resulting in often fatal flaws in what is proposed. Some glaring examples of this have been in the persistently unsatisfactory supply and training of language teachers, the limited increase in the teaching of Asian languages following the 1970 Auchmuty report on the teaching of Asian languages and cultures in Australia [Commonwealth Advisory Committee 1970], the funding of projects of dubious short- or long-term value, and the rapid disappearance of many of the multicultural and community language teaching projects commenced in the 1970's.

If language education policy is to be successful, it must respond to the nature of the society and its needs, be rational, systematic, integrated and comprehensive, and be continuously monitored, evaluated and adjusted in the light of new insights and changing needs. Not least, if a policy is to be more than empty, idealistic words, it must be implementable and it is a requirement of a policy development exercise to show how the policy can be implemented.

Consequently, the view of language education policy that underlies this document is that statements of language policy in general and language education policy in particular should identify the present and changing nature and needs of the society that they serve, they should specify the goals and objectives (both societal and personal) that the policy seeks to achieve; they should enunciate policy proposals and how they are to be implemented; and evaluation should be built in as an integral part of the policy-making activity so that the effectiveness of the policy is continuously monitored and the policy can be reviewed and amended in the light of changing needs, new insights, and the effectiveness or otherwise of its implementation [for further discussion of these issues, see Ingram, in press, and 1980]. These should be rationally justified by logical argument, analysis of the social situation, and reference to the fundamental sciences that determine applied linguistics in general and language or language education policy in particular. It is also assumed that, to be fully effective, policy-making is a long-term process involving the formulation, implementation, evaluation and continual fine-tuning of the policy and its implementation.

For these reasons, the language education policy in this document grows out of a brief description of the social context (Section III) including the context of language policy development in Australia (Section II) and, as reflected in the Rational Frameworks, comprises:

- a statement of **Needs** (both societal and individual)
- a statement of **Goals and Objectives**
- the policy **Recommendations**
- **Implementation Proposals** or an indication of how actions needed to implement the policy can be developed
- **Indicators of Success** or the way in which the policy can be evaluated, and
- a brief **Rationale** or justification for the policy and implementation proposals.

SECTION II: Language Education Planning In Australia

II.1 National Summary:

Reference has been made to the increasing activity in Australia in language policy-making and language education planning over the last two decades and to some of the deficiencies that have occurred as a result of using an inadequate model of policy-making. Nevertheless, it must be acknowledged that, unique amongst predominantly English-speaking countries, Australia provides a striking example of a country which has engaged in reasonably systematic language and language education policy-making in recent years. In 1982, after several years of lobbying by professional associations and other interest groups, the Senate referred the question of a national policy on languages to its Standing Committee on the Arts and Education. After extended hearings, the receipt of numerous oral and written submissions, and specifically encouraged public meetings, the Standing Committee released its report in 1984 [SSCEA 1984]. Eventually, Joseph Lo Bianco was contracted by the Australian Government to prepare a national policy on languages, which was released and adopted in 1987 [Lo Bianco 1987]. In the meantime, stimulated more by the public debate than by the release of the national policy, most States and Territories have produced their own more or less systematic State or Territory language or language education policies. In addition, bodies such as the Asian Studies Council, the Aboriginal Education Branch of the Federal Department of Employment, Education and Training, and the Education Branch of the Federal Department of Immigration, Local Government and Ethnic Affairs have produced policies in the areas of Asian language learning, Aboriginal languages and English language programs for immigrants. In addition, there have been a number of national language curriculum projects established as well as various Asian language curriculum projects, most of which are still developing their materials but which, by virtue of their implicit attempts to reform the nature of language teaching in the schools, have implications for language policy. In addition, the Australian Second Language Learning Program, a cornerstone of the implementation of the National Policy on Languages, is profoundly influencing policy at the systemic and school levels.

The various policies that have been released have been briefly reviewed elsewhere [Ingram, forthcoming]. Here, it is sufficient to note that they all seek a considerable increase in the extent and quality of language learning, especially in order to respond to the urgent economic needs for language skills and to meet the needs that arise from the multicultural nature of Australian society. The various policies seek to diversify the range of languages available to students, to make some language learning (generally two years) obligatory during the period of compulsory schooling, to increase significantly the extent of language learning at the Primary School level, to offer more bilingual education programs for children commencing school speaking a language other than English, and to provide both model and innovative programs in some schools. Their main deficiency is that already noted, viz., that they rarely adopt an adequate model of language or language education policy-making and consequently they generally tend to omit important components of the policy or its implementation, including the need for continual evaluation and modification of the policy.

II.2 Queensland initiatives

There has been considerable activity within the languages and cultures field on the part of several sections of the Queensland Department of Education, non-state schools and professional associations.

State Education Department

Significant initiatives have been commenced by the State Education Department on curriculum development in the areas of Languages Other Than English (LOTE) and cultural awareness. For example, a syllabus in LOTE for Senior Primary/Junior Secondary years is being developed; plans are underway for curriculum materials to enhance the teaching of Aboriginal and Asian cultures; Queensland is contributing to the development of national curricula by co-hosting the national Japanese Language Curriculum project.

LOTE specialists have contributed to the expansion of language teaching through advisory visits and through their organisation of in-service workshops in many parts of the state.

The Queensland LOTE Centre has already been established at Kedron. This Centre houses the Advisory Teachers for Chinese, French, German, Japanese and Italian. It also serves as a training institution for teachers who are selected to undertake courses of one semester to convert them to teachers of Japanese.

Pilot programs on Teacher Development have been completed for TSN11 LOTE Telecasts.

Initiatives related to languages and cultures are continuing in Distance Education, Aboriginal and Torres Strait Islander Education, and Migrant Education; 12,000 children in Years 1-7 are taught Italian through the Ethnic Schools program; program development is occurring in cultural studies across the curriculum at present.

Japanese is now widely taught, both in primary and in secondary schools.

Chinese is now studied by 3000 students, mainly in the Brisbane area.

There has been significant activity at the Regional level. This is illustrated in Appendix II by a detailed description of initiatives organised by the Central Region of the Education Department.

Non-state schools

Non-state schools have played an important part in the development of the teaching of Chinese, Japanese and Italian. Such schools have also tended to maintain French and German to a larger extent than most state secondary schools.

Professional associations

Three professional associations make a major contribution to the teaching of languages and cultures.

(i) The Modern Languages Teachers Association (MLTAQ)has over five hundred members covering European, Asian and Primary School language areas.

There are ten Newsbriefs and four Newsletters produced each year and the Associations makes attractive promotional materials and activities available to members. Bi-annual conferences are held to assist members. This year the National Conference will be hosted here.

MLTAQ representatives serve on a number of committees and through that committee work play a role in determining language policy directions. A coming initiative will involve the MLTAQ in discussions with tertiary institutions with regard to language teacher education policy.

(ii) The English Teachers Association (ETAQ) has a membership of 686. It influences policy-making through its representation on the Education Department's Language Education Curriculum Development Committee and the English Subject Advisory Committee of the Board of Senior Secondary School Studies. It was also represented on reference groups attached to a range of curriculum projects in 1989.

During 1990 ETAQ has been invited:

- to present a paper at the Ministerial Advisory Committee on Curriculum Development conference entitled What are the New Basics?
- to participate in the Board of Teacher Registration in-service conference
- to participate in this review and report on languages and cultures
- to address the World Education Fellowship Literacy seminar
- to support the Queensland Bilby Awards initiated by the Children's Book Council
- to respond to the Issues and Discussion papers emanating from the Senior Schooling Curriculum Framework Project.

In addition, the Association organises several seminars during each year and also state conferences. Since this is International Literacy Year, ETAQ is actively involved in policy development with regard to literacy and is also working to promote English language development across the curriculum.

The Association publishes *Words' Worth* and *English in Australia.*

(iii) The Queensland Association of Teachers of English to Speakers of Other Languages (QATESOL) runs a biennial state conference to which national and international specialists are invited. Four Regional seminars are held annually.

SECTION III: Rationale for teaching Languages and Cultures

III.1 Nature of Queensland Society: The nature of Queensland society is adequately described in other documents and it suffices for immediate purposes to note certain key features [see Jupp and McRobbie, 1989, Jupp 1988, Young 1989, Davis 1989, Reynolds 1989, Bulbeck 1987, Guille 1988, Brandle and Karas 1988, Department of Immigration, Local Government and Ethnic Affairs 1988, Allen 1989, Castles 1988, Australian Bureau of Statistics 1989].

1. Australia and, in particular, Queensland are multicultural, multiracial and multilingual societies, have been so since before European settlement in 1788, and have become increasingly so in the two hundred years since then. The debate on whether or not Australia or, specifically, Queensland should be multicultural is largely irrelevant; the objective fact is that they are ethnically diverse, always have been, and always will be: the core of Australia's culture, democratic and other traditions is European and Christian in origin (especially though not exclusively from Britain, Ireland, Italy and Greece); the Aboriginal and Torres Strait Islander communities comprise an important part of the total Australian population and culture; and there are increasingly significant contributions as a result of immigration from Asia and elsewhere. Australia's growing ethnic diversity since the 1940's is the result of deliberate immigration policy and it is inevitable that Australia will continue to diversify as new sources of immigration replace the old and as new sources of refugees emerge. For future immigration patterns to be other than ethnically and racially diverse, actions would be required in the area of immigration and international relations that would isolate Australia and make its immigration policies clearly racially discriminatory; such policies would inevitably alienate Australia from the rest of the world but especially from its Asian-Pacific neighbours, they would lead to Australia's political isolation if not to its becoming a target for aggression from understandably aggrieved neighbours, and there would be a devastating effect on the Australian economy as Asian-Pacific partners turned elsewhere to invest and to buy the goods we sell. Indeed, the survey results released by the Office of Multicultural Affairs in its June 1989 issue of *Focus* demonstrate that the majority of the Australian people not only recognize but also accept Australia's multiculturalism and want the languages of the major cultural groups taught in Australian schools. The crucial issue, therefore, is not whether or not Australia and Queensland are or will be multicultural, multiracial and multilingual societies but how the education system can best meet the needs of such a society, ensure its coherence, and, as stated above, ensure that all its citizens enjoy equality of civil, political and judicial rights and equality of opportunity. Even if Queensland society were not itself multicultural, multiracial and multilingual, the rapidity of modern transport and the ease of modern telecommunications mean that we are all inextricably involved with the rest of the world and, as world citizens, have to be able to live harmoniously and in mutual prosperity with the rest of the diverse world.

2. Although many languages are spoken in Queensland, English (specifically, Australian English [see Lo Bianco 1987: 10]) is the principal language, the language of education and for all official purposes, and proficiency in English is a pre-requisite to equality of rights and opportunity. English is the principal medium for education in Queensland and a child's level of conceptual and educational development will be to a significant extent governed by his or her level of development in English. At the same time, other languages are spoken by many people and those persons (both residents and visitors) with little or no English require access to services through other languages. In addition, as will be noted shortly, the skills in other languages that Australian residents of non-English speaking background have should be regarded as a valuable resource, not least to industry, but, for this to be so, these people need to be able to gain appropriate employment, hence they need English to train, register, or practise, and they need to be able to have their language skills recognized.

3. Economically Queensland is heavily dependent on foreign trade both in the export of goods and services and in tourism with the greatest part of this economic dependence being with countries in Asia and the Pacific. By its geographical location as well as its economic and, to a lesser extent, family ties, Queensland society is an integral part of Asia and the Pacific. At the same time, it retains strong links with Europe since the ethnic origin of a large proportion of the population is in Europe, Queensland trade is profoundly influenced by the policies and actions of the European Community, and the European influences and trading opportunities are likely to increase following the "bringing down of the barriers" in Western Europe in 1992 and the recent developments in Eastern Europe.

4. Queensland society, like Australia as a whole, has been dependent economically on primary products and, increasingly, on service industries. Nevertheless, it is increasingly being argued that Australia must change its industrial base and its exports to include more processed products rather than raw materials, that it should be producing more goods for export that have enhanced value as a result of the processing done on them here rather than overseas (i.e., "elaborately transformed manufactures" [EPAC 1986]), and that Australia should be seeking to develop more technologically advanced industries. During the 1990 Federal election campaign, the Prime Minister expressed the view that, instead of being the "lucky country" whose prosperity was built on the good fortune of mineral resources and a climate and landscape conducive to the production of relatively cheap, high quality primary produce, Australia should become the "clever country" where a high level of educationally developed skills was fostered and utilised in developing our economy.

5. The State is large in area, the population is distributed throughout it, but concentrations tend to occur in urban centres along the east coast. This has implications both for the value of language education for Queensland children and for the ways in which language learning provisions should be made. It is also relevant that, in Queensland, the so-called "ethnic groups" are less identified with particular localities than they are in other States and the "ethnic" population is more widely dispersed.

III.2 Needs: The nature of Queensland society just described results in certain needs for the teaching of languages and cultures which, in turn, determine the nature of language education policy. For convenience, the needs are related to the characteristics described and are numbered similarly.

1. Since Queensland, Australia, and the world are inextricably multicultural, the most fundamental need for the education system is to seek to ensure that all children going through it develop those attitudes that will enable them to live harmoniously, fully and most rewardingly in the multicultural societies of which they are part. There is strong evidence that good language teaching is a highly effective instrument by which the education system can encourage the development of suitable cross-cultural attitudes and, indeed, it is probably the most effective instrument since it enables learners not just to talk about another culture but to interact on an equal-status basis with people of another culture, to step into that culture and to see that another culture is just as internally consistent or inconsistent, as rational or irrational, as worthy of admiration or of condemnation as is their own. As important as Social Studies or other cultural studies might be in giving students essential information about other cultures, the students always necessarily remain entrenched in their own culture with their own attitudes and value systems and look out as in a museum at the other cultures, whereas language teaching, properly conducted, from the very first lesson lets students experience what it is to be a part of the other culture: one would expect, as research supports, that learning another language has a favourable effect on cross-cultural attitudes.

Put differently, it is the mind-broadening effect of learning another language that most fundamentally responds to the needs arising from life in a multicultural society and world. This effect is the result of experiencing intimately another culture, of realizing that there are other logical ways of seeing the world, of categorizing reality, of experiencing the insights into humanity and reality that are inherent in other cultures and, not least, in the verbal or visual expressions of great minds in other cultures. In a world where technological development demands attention in daily life and in education, this mind-broadening, humanizing aspect of language learning is of immense importance. In a world made small by technology, it is vital that all individuals, especially all educated persons, come to comprehend that they are inextricably interdependent with other people of other nations, other races, and other cultures (whether they be their next-door neighbours, across the steet, or across the world), and that their own nation, race and culture are neither inferior nor superior to others, that all are intrinsically equal, equally logical and sensible, and equally worthy or worthless. It is an essential educational experience for all persons today to start to sense for themselves this interrelatedness, to start to understand another culture, and to accept linguistic and cultural diversity as the norm. As the U.S. President's Commission on Foreign Language and International Studies said ten years ago:

> "A nation's welfare depends in large measure on the intellectual and psychological strengths that are derived from perceptive visions of the world beyond its own boundaries...an international perspective is indispensable." [Perkins 1979: 457]

There is no reason to believe that the learning of one language is likely to be any more or any less effective than the learning of any other language in achieving this mind-broadening effect but, on the other hand, the learning of one or more of the languages spoken by fellow Australians or by international neighbours or trading partners is clearly advantageous in terms of developing a specific understanding of cultural groups relevant to Australia.

The existence of other languages and cultures within the community has educational implications not only for native English speakers but also for the speakers of the other languages. If they are to feel the same sense of worth and belonging as other members of the society, they must feel that their language is valued and that skills in those languages are valued no less than skills in other languages learned through the formal school system. Hence the teaching and learning of the languages of the Queensland community are essential elements of this language education policy and, even though the practical needs of an education system require that choices be made from amongst the languages spoken in the society, proposals are made to try to ensure that a wide range of languages are catered for, that skills in all languages are given formal recognition in the school certification system, that this natural resource is fostered in the interests of the whole society, and that, as far as practical constraints allow, children have the opportunity in the school system to continue to develop their own languages, to develop high levels of proficiency in English, and to continue their education in their own language while doing so.

2. The fact that English is the principal language in Queensland for all purposes, including the delivery of education and other services, means that, if there is to be real equality of opportunity, all Queenslanders must have the opportunity to develop English skills to the level of proficiency that meets their needs and interests and, beyond education, that there are enough people with skills in English and other languages that services can be accessed directly through other languages if necessary, or that interpreters and translators are available to assist. In particular, the role of English in the society necessitates that, as noted at the end of the preceding paragraph, the language education system include the facilities to enable all children to develop high proficiency levels in English and to continue their education through their own first language while doing so. This requires comprehensive ESL teaching facilities for migrants, Aborigines, Torres Strait Islanders and any other persons whose first language is other than English (or the standard dialect of English) and it requires, as far as student numbers are sufficient to make practicable, the provision of bilingual education facilities in which children can continue their educational development through their first language while simultaneously developing their English skills. In addition, responding to these needs with adequate ESL programmes and bilingual education has the additional effect of maintaining and making available to the society the skills in the other languages of which Australia has great need.

The role of English in Queensland also provides a valuable opportunity to provide English learning opportunities for the rest of the world. Consequently there is need to ensure that the facilities to enable overseas students to learn English are well developed with high quality programs assured, and that those programs are effectively promoted to the potential clients.

3. Queensland is economically dependent on the rest of the world and, if it is to maintain its high standard of living, must sell its products competitively and profitably wherever a market exists or can be created. At present, our principal trading partners are in Asia but, as already noted, the European market is also very substantial and highly influential and, with the "bringing down of the barriers" in 1992, will become even more so, while recent events in Eastern Europe provide additional trading opportunites and will undoubtedly increase the competition from Eastern Europe in the worldwide marketplace. In addition, Central and Southern America and Africa have been relatively untouched by Queensland traders but their sheer population size make them potentially significant markets and competitors for the next century especially as their own economies and political systems develop; indeed, some countries (like Brazil, Argentina and South Africa) are already major competitors.

In recent years, there has been much discussion about the economic significance of language skills and, therefore, of language teaching in the education system. In particular, a number of reports commissioned by the Federal Government have emphasized the vital necessity of increasing the level of language skills in Australia and the level of understanding of the cultures of the countries to which we aspire to sell our products and services [e.g., Asian Studies Council 1988; Garnaut 1989; Stanley, Chittick and Ingram, 1989; SSCEA 1984; Lo Bianco 1987]. Elsewhere, other countries have long recognized the absolutely vital role of skills in other languages to a successful trading nation. The Confederation of British Industries has, for at least 30 years, stressed the importance of skills in other languages to British industry [Federation of British Industries 1962, 1964; Finlay 1973]. The U.S. President's Commission on the teaching of foreign languages and international studies welcomed the international role of English but went on to observe:

> "The fact remains that the overwhelming majority of the world's population neither understands nor speaks English...Our vital interests are impaired by the fatuous notion that our competence in other languages is irrelevant..." [Perkins 1979: 458]

The report recommended a great increase in the teaching of languages other than English and, throughout the 1980's, there has been a very considerable increase in the programs designed to encourage American students to learn other languages; this has included a return by many American tertiary institutions to including language study (either for a set period of time or until a specified proficiency level is attained) as a formal requirement either for entry or for graduation. In addition, most Asian countries require their children to be fluent in English or some other foreign language while the European Community and Council of Europe require their members to encourage their children to learn at least one (and soon two) of the European Community's languages [e.g., Council of Europe, Committee of Members 1982: 1-2, Recommendation R(82)18].

Essentially, if we wish to sell to other people, we must ensure that our products meet their needs, that negotiations are conducted effectively and to our maximum advantage, and that we promote our products in the most effective language, that of our customers. For these purposes, the need is to ensure that all people at all levels of industry and commerce (tour operators, airline booking clerks, designers, craftsmen, trade negotiators, advertisers, decision-makers, and so on) understand the culture of the customers and their needs and interests and speak their language. It is manifestly evident, not least from the surveys referred to above, that Australian industry is deficient in language skills, the press and media regularly report instances of serious breakdown in trade between Australia and other countries resulting from a breakdown in understanding and communication, and the report by Stanley et al [1989] showed that the great majority of companies that were attempting to export were conscious of the need to better understand the people and cultures with which they were attempting to deal. In brief, if Australia is to drag itself out of its current economic difficulties and if Queensland is to play its part in this, it is essential that the level of language skills and cultural understanding in the society be increased and that those already available be used to best advantage.

Since Australia is part of the Asian-Pacific region and since our major trading partners are in Asia, clearly there is urgent need to increase the level of skills available in the Asian languages and cultures but, for the reasons already indicated (especially the size and influence of the European market, the potential of the emerging East European countries, and the immense potential of South America and Africa), there is also need for skills in other (especially European) languages to be developed. The present situation in which fewer than one child in ten at Year 12 level are learning a language is disastrously inadequate to meet the rapidly rising needs and the task is to find ways of ensuring that most or all children acquire proficiency in at least one other language in addition to English before leaving the school system. The distribution of trade, the distribution of Queensland's chief competitors, and the expected changes to the world trading pattern in the near future all point to the need for Queensland to develop an extensive and diverse language teaching system in which a balance exists between the Asian and the European languages with the option for some children to learn a language from elsewhere. It bears emphasizing:

(a) that the level of skills available in all languages is undesirably low, those available in Asian languages are especially inadequate, and a strong effort is required as a matter of urgency to increase the number of students and the level of skills attained in all languages, especially in the Asian languages of relevance to Queensland;

(b) that, until a balance is attained in relation to needs, increases in resource allocation need to weigh in favour of Asian languages (especially those other than Japanese where a rapid expansion has recently occurred); but

(c) that, by the latter half of the 1990's, there needs to be an approximately equal distribution of students in and consequent resource allocation to European and Asian languages with, additionally, the opportunity for students to select the language or languages and the mode of learning relevant to their needs, interests and location.

4. If Australia as a whole and Queensland in particular are to change their industrial basis with more emphasis on "elaborately transformed manufactures" and other technologically advanced products, they must, in the Prime Minister's words, change from being the "lucky country" to being the "clever country". In other words, steps must be taken to raise the

general level of educational attainment, Australians must become more creative and innovative, and, not least, be more effective and efficient in developing, producing economically, and marketing effectively products that meet actual or potential needs in the world market. In one sense, as already discussed in the preceding Note, this underlines the need for persons at all levels of industry to be proficient in the language and culture of the clients. In addition, it emphasizes the absolute necessity to increase the educational attainment of Australian students.

In fact, over the last two decades, there has been an increasing amount of theoretical and empirical evidence to demonstrate a strong link between the experience of good second or foreign language learning, general educational attainment, and other factors that are generally taken to contribute to the intellectual level and creativity of a society. Theoretically, one would expect that the stimulus of switching from one linguistic system to another, from one world view to another, would enhance development in the same way as a language-rich and experience-rich environment enhances development, that it would favourably influence such features as creative thinking. Empirically, there is a multiplying mass of data accumulated in different educational, social and linguistic contexts in many countries to demonstrate that the experience of learning another language significantly benefits general cognitive development, creativity, cognitive flexibility, development and effective use of the first language (here specifically English), general educational attainment, and cross-cultural attitudes. The evidence has been summarized elsewhere [e.g., Swain and Cummins 1979, Ingram 1986] and it suffices here to observe that, if we want to maximize the personal development, creativity, and educational attainment of Queensland children (and, incidentally, improve their ability to use English effectively), we need to ensure that they are all able to experience good, effective second language learning over a sufficient period of time so that they develop at least Survival, but desirably Social, Proficiency in another language. Indeed, unless this is done, Queensland children will be disadvantaged in comparison with the rest of the world, not least with the children of our competitors in Asia and Europe where the learning of one or two additional languages is compulsory, and Queensland's economic and cultural development will inevitably continue to suffer.

This emphasis on the economic benefits that will arise from greatly increased language learning as a result of the effects on general educational development, creativity and the quality, relevance and marketing of products should not be seen as playing down the general educational and cultural benefits traditionally seen as being derived from learning another language. Indeed, as noted earlier, in a world in danger of being taken over and dehumanized by technology and conditioned by the monochrome "cultures" of multinational corporations and the mass media, the very concept of an educated person requires that he or she have experienced the cultural benefits derived from language study, from developing the humanistic values and sensitivities fostered by contact with the great literatures and with the perceptions of great minds in one's own and other cultures. There is need, therefore, in a technological society not for less study of languages and the arts but for more; there is need for education not to become solely focussed around the skills needed to promote technological development but for the necessary skill development for technology to be balanced by an increased human awareness and sensitivity such as language and cultural studies provide.

5. The vastness of Queensland and the apparent isolation of many people in rural areas profoundly influences social and educational policy in the State. The fact that children in the outback may be geographically isolated does not mean that they are insulated from other cultures or from the need to learn other languages. On the contrary, modern communications and the interdependence of the world's economies mean that no person is insulated, the rural Queensland economy depends on the extent to which other cultures will accept its products, and that very geographical isolation reinforces the reasons already given for language learning, it accentuates the needs that those children have, and, if anything, makes language learning a still more desirable educational experience. It does, however, significantly influence the manner in which educational provision, including language learning, is made and, in the policy outlined in this document, it has been necessary to recommend a variety of language learning modes that in a geographically more confined country may not be necessary. In particular, arrangements are required to allow for distance language learning, self-directed learning, and regional co-ordination of language offerings.

In summary, the nature of Queensland society and the needs that arise from this lead to a justification for language teaching and learning in the Queensland education system that includes:

- the mind-broadening effect of learning another language
- the favourable effect on cross-cultural attitudes
- the need for all persons to have the opportunity to develop a high level of proficiency in English or proficiency at least to that level which matches their needs and interests
- language maintenance with its favourable influence on the "ethnic" child's self-concept and on the language resources in society
- equality of rights and opportunity
- the strong economic reasons: matching products to markets, more effective trade negotiation and marketing
- the beneficial effect on educational attainment and intellectual, emotional and cultural development.

These match the basis of the national policy on languages which groups the reasons for promoting language learning and hence the needs to which language learning responds under four headings:

- cultural and intellectual enrichment
- economic reasons related to trade and vocations
- reasons related to equity, equality of opportunity and social justice, and
- external or international reasons related to Australia's role in the region and world [Lo Bianco 1987: 44-62].

These needs imply goals to be sought by this language education policy. Specifically the policy seeks as goals:

- Development in all Queensland children of cross-cultural attitudes favourable to a harmonious and mutually beneficial life in a multicultural society and world;
- Opportunities for all Queensland residents (especially the children) to develop high levels of proficiency in English and to maintain and develop proficiency in any other language or languages with which they identify;
- Attainment by all Queensland children of high levels of proficiency in English and at least one other language during the period of compulsory education and access to learning opportunities beyond this period and beyond the schools;
- Development of skills in English and other languages as a major economic resource of the State;
- Maximum educational, intellectual, emotional and cultural development of Queensland children promoted through the beneficial effect of high quality language programs.

SECTION IV: Achieving Effective Implementation

IV.1 General Considerations:

> *"There is a growing body of descriptive studies which indicate that the actual amount of change in schools falls significantly below expectations. The life histories of innovation projects are, more often than not, records of disappointment and failure. Indeed, it seems that few authors of strategies for innovation can point to solid evidence that their particular set of procedures has in fact produced fundamental changes in the regularities of schooling".*
> *(Doyle and Ponder, 1977-78 p.1)*

It is recognized, both overseas and in Australia that it is very difficult to ensure the effective implementation of any educational innovation, no matter how apparently favourable the circumstances. Doyle and Ponder's sentiments are echoed in the literature of many overseas researchers and commentators including Bennett's (1976) evaluation of UK Maths programs, Shipman's (1973) analysis of the implementation of a national Humanities project in Britain, Burstall's (1974) review of the Primary French project in Britain, Council of Europe evaluations of language and culture innovations in the European Common Market countries (Girard and Trim 1988; van Ek 1986), and Gross et al (1971) in their general study on implementing organisational innovations. In Queensland, too, the difficulties are described by commentators including Campbell (1967 and 1976), Fairbairn, McBryde and Rigby (1976), Fairbairn and John (1978) and John, McBryde and Hills (1977).

While the effective introduction and establishment of any educational innovation is a difficult process, there are particular constraints affecting the formulation and implementation of policies in the language and cultures field. Those constraints include the following two factors:

- The complexity of the total area involving languages and cultures: different bodies within different or overlapping areas act in a haphazard and unco-ordinated way.

- Because of the complexity of the total field, decisions are often made for one part of the total field divorced from even cursory study of the full context of philosophical, political, educational and economic considerations.

Canada has had to formulate and implement policies to embrace a combination of political, social, educational and economic considerations with regard to its significant French-speaking population, its indigenous populations (Indian and Eskimo), its refugee and migrant populations. Educational planning in the USA, particularly during the past thirty years, has frequently focussed on issues relating to languages and cultures. This is also the case in all member countries of the European Community. The USSR, India, Pakistan, most African countries, as well as all of our near neighbours, have had to take account of linguistic and cultural diversity.

Achievements have been very limited in countries where that diversity has not been acknowledged and where the formulation and implementation of policies have ignored the principles of language-in-education planning and language policy planning as described in Section I.2

IV.2 **Infrastructure:**

In order to achieve the goals desired nationally and by our state, it is essential to have support from the general community and from those instrumentalities that will be implementing the policy and to establish an infrastructure for the implementation of the policy in a controlled and co-ordinated way. At present, there are severe constraints on the effective implementation of major innovations due to the inadequacy of existing structures. Numerous separate, and sometimes mutually antagonistic, organisations and sub-divisions within organisations act as constraints on innovations - not necessarily deliberately, but because there is no clear and co-ordinated direction. Areas often come under the portfolio of several different Ministers, both at the national and at the state level, or competing advisory committees have been established. It is desirable that the Queensland Minister for Education alert the Federal and Queensland Cabinets to the following concerns:

- the complexity, magnitude and significance of the total field of languages and cultures

- the unsatisfactory, inefficient and unnecessarily costly effects of piecemeal and unco-ordinated attempts to address individual aspects of that wide and complex field.

Recommendation 4
The Queensland Minister for Education should alert his Federal counterpart to the complexity of the languages and cultures situation and to the need for an improved national infrastructure to facilitate the formulation and implementation of policies. (By July 1990)

National level

At the Federal level, the body charged with the supervision of the national policy on languages is the Australian Advisory Council on Languages and Multicultural Education (AACLAME), which has a secretariat within the Federal Department of Employment, Education and Training and consists of persons appointed in their own right but proposed by various interest groups. In fact, the other bodies referred to above as producing policies on various aspects of language education also serve a similar role within their own areas. Consequently, there is a certain lack of coherence and co-ordination at the Federal level. In addition, there has recently been established under the national policy on languages the Languages Institute of Australia, a national clearinghouse and research and development body in the area of language teaching especially at the tertiary education level [see Sussex 1989]. At the State and Territory levels, there seems to be no on-going body to oversee the implementation, evaluation and amendment of the State or Territory language or language education policy, though presumably this will be a task for some section of the State Education Department.

The danger in such arrangements at the Federal and State or Territory levels is that the broad range of interest groups in the society (e.g., business, industry, education, "ethnic communities", etc.) will not be represented in the policy-making process, their needs will not be identified, and the policy will not undergo the continuous evaluation and amendment process that is essential if the policy is to keep pace with the changing features and needs in the society. Consequently, this policy recommends the formation, in Queensland, of a Ministerial Advisory Council on Languages and Cultures (see Recommendation 11). At the Federal level, it is strongly recommended that AACLAME and its role be strengthened and stabilized and that it be given a strong and permanent supervisory, co-ordination and approval role in matters affecting language and language education at the Federal level. All matters involving language (projects, policy decisions, etc.) should be referred to AACLAME for consideration, advice, and approval; the National Languages Institute of Australia should be seen as the research and development arm of AACLAME and the various Federal Ministerial Departments involved with language and language programs should be seen as implementation arms. The present membership of AACLAME should be extended to include a nominee of the language teaching profession as represented by the Australian Federation of Modern Language Teachers Associations and a representative of each of the States and Territories, who is required to provide feedback to the State Education Department and the relevant non-State bodies. To further enhance the feedback given to State and professional representatives, annual review seminars should be held involving representatives of State and non-State education systems and national professional and "ethnic" organizations. In order to achieve these objectives, it is recommended that the Queensland Minister for Education take the matters up with his Federal counterpart and his other State and Territory colleagues.

Recommendation 5:
AACLAME and its role should be strengthened and stabilized and it should be given a strong and permanent supervisory, co-ordination and approval role in matters affecting language and language education at the Federal level.

Recommendation 6:
All matters involving language (projects, policy decisions, etc.) should be referred to AACLAME for consideration, advice and approval.

Recommendation 7:
The National Languages Institute of Australia (NLIA) should be seen as the research and development arm of AACLAME and the various Federal Ministerial Departments involved with language and language education programs should be seen as the implementation arms.

Recommendation 8:
The present membership of AACLAME should be extended to include a nominee of the language teaching profession as represented by the Australian Federation of Modern Language Teachers Associations and a representative of each of the States and Territories who is required to provide feedback to the State Education Department and the relevant non-State bodies.

Recommendation 9:
To further enhance the feedback given to State and professional organizations, annual review seminars should be held involving representatives of State and non-State education systems, and national professional and "ethnic" organizations.

> *Recommendation 10:*
> *In order to achieve these objectives, it is recommended that the Queensland Minister for Education take the matters up with his Federal counterpart and his other State and Territory colleagues.*

Queensland level

In Queensland, several separate sections of the State Department of Education are involved in various degrees with languages and cultures. These sections include:

- Special Program Services
- Division of Curriculum Services
- Division of Schools
- Division of Planning and Statistical Services
- Division of Personnel Services
- Production and Publishing Services
- Community Relations and Information Services

By no means do all the people in the various Divisions and Branches have a clear picture of the total situation with regard to languages and cultures. This lack of understanding of the complete picture arising from a lack of co-ordination is contributing towards piecemeal development. It also leaves unstated and therefore unclear where and to what extent responsibility for implementation lies. This is a significant factor contributing to the failure of potentially sound policies and innovations to make an effective and continuing impact in the classroom.

We therefore propose an organisational framework as summarised in the following set of recommendations:

> *Recommendation 11:*
> *A Ministerial Advisory Council on Languages and Cultures (MACOLC) should be established. This would provide a forum which would enable appropriate areas of the community to have an input into the policy-making arena and be sensitive to the wide range of factors that affect language and language education policy.*
>
> *Members of the Council should be appointed by the Minister and include nominees from employer groups, professional associations, tertiary institutions, the Queensland Education Department, and other Government and non-Government organizations involved with languages and cultures. (By August 1990)*
>
> *Recommendation 12:*
> *A senior Education Department officer (at the level of Chief Inspector or above) should have responsibility (along with his/her other duties) for languages and cultures. The designated person should be knowledgeable about those areas and should be committed to the need for a major and continuing impetus to ensure objectives are realised. All areas of the Department involved with languages and cultures should be directly linked to this person. This person would*

be the Chairperson of the Ministerial Advisory Council on Languages and Cultures. (By August 1990)

Recommendation 13:
There should be established within the Education Department a section which is solely related to languages and cultures (just as there is at present for Music and Physical Education) and called the Languages and Cultures Unit (LACU). This unit should be administered by the Division of Schools. It should also serve as the secretariat for the Ministerial Advisory Council on Languages and Cultures. All LOTE consultants (outside the Regions) and language advisory teachers would be part of this section.

The unit should be led by a person to be called the State Languages and Cultures Co-ordinator who would carry the status of at least Supervisor of Studies/District Inspector. The Co-ordinator should be appointed at the I.16 level and have these qualities:

- *good academic and practical record in the languages and cultures area*
- *ability to generate co-operative effort*
- *ability to initiate policies*
- *ability to ensure effective implementation of policies. (By August 1990)*

In addition to the LOTE consultants and advisory teachers, LACU should have the following staff:

- *The State Co-ordinator for Languages and Cultures*
- *Two Senior Education Officers (SEO's), (between levels I.10 and I.12)*
- *Two Education Officers (Special Duties)*
- *Three clerical/administrative assistants.*

Each SEO should work with one of the Education Officers (Special Duties), thus forming two teams, one team focussing on policy and its implementation in relation to teaching and teachers, and the other focussing on policy and its implementation with regard to programs.

The persons appointed to this unit should be proficient in at least one language in addition to English and be interested in promoting the development and implementation of the policy as outlined in this document without prejudice for or against any particular language or culture.

Recommendation 14:
LACU should convene a Language Education Policy Implementation Working Party charged with ensuring that this policy is effectively implemented. The Working Party should have the following composition:

- *Chairperson of the Ministerial Advisory Committee on Languages and Cultures*

- *State Languages and Cultures Co-ordinator*
- *Representatives from the Regions*
- *A Curriculum Development Specialist from the State Education Department*
- *Three representatives of the language teaching profession nominated by MLTAQ, ETAQ, and QATESOL respectively.*
  (July 1990 to January 1996)

The authors understand that, at the time this report is being prepared, a major review of the internal structure of the Department is nearing completion; the new structure is expected to lessen the influence of sectional interests and to facilitate more co-ordinated and effective policy development and implementation. We have also been informed that the Languages and Cultures Unit proposed in this report will be given the status, responsibility and resources to enable it to determine languages and cultures policy across the Department and to take full account of community and industry needs. If this is so, then it may be possible for LACU to take on the role proposed for the Ministerial Advisory Council on Languages and Cultures providing that the following conditions are met:

- The effectiveness of LACU in the absence of a more senior policy advisory unit must be continually reviewed and, if necessary, the decision not to establish MACOLC reviewed;
- The LACU will need to be strengthened beyond the present proposal and given the resources needed to enable it to take on the policy development role and to relate effectively with all areas of the Department and with commerce and industry;
- Consideration may also need to be given to funding in whole or in part an external language policy development unit (e.g., at a university). This independent unit would identify needs, monitor and review existing policy and its implementation, and propose new policy as required.

Nevertheless, considering all the issues raised and especially considering the importance of canvassing all areas of need the authors' strong preference is for the establishment of MACOLC.

Regional level

Actions to be taken at the Regional level are summarised in the following set of recommendations.

> ***Recommendation 15:***
> *Each Education Department Region should be required to develop appropriate administrative frameworks and procedures in support of the State Policy on Languages and Cultures. Each Region should:*
>
> - *Designate a teacher to co-ordinate each Cluster (i.e., a group of schools including a High School and its feeder Primary Schools). The Cluster Co-ordinator may be a LOTE Subject Master or other suitably qualified teacher in a Primary or Secondary School. It will generally be necessary for this*

person to be given a time allowance to carry out the co-ordination duties;

- *Appoint a District Languages and Cultures Co-ordinator to each Education District to co-ordinate languages and cultures policy implementation, programs, Primary-Secondary interface and continuity, teacher in-service education and other matters affecting the teaching of languages and cultures. This person should be appointed at the top of the Subject Master range. In most cases, the District Co-ordinator will retain teaching or other duties in a school. In making a time allowance for the person to carry out the District Co-ordinator's duties, the Region should consider such factors as the size of the District, the number of schools involved, the range of languages, and the state of development of language teaching in the District;*

- *Appoint a Regional Language and Cultures Co-ordinator to oversight Regional Policy development and implementation in accordance with the State Policy. This person should be appointed full-time and at a level equivalent to the top of the Deputy Principal range.*

Because of the short supply of qualified LOTE teachers, it will be necessary to stagger the appointments of co-ordinators. It is recommended that the following schedule be adopted:

- *State Languages and Cultures Co-ordinator: to be appointed in 1990*

- *Regional Languages and Cultures Co-ordinators in all Regions: by December 1991*

- *District Co-ordinators in all Regions: progressively from 1992 to 1995*

- *Cluster Co-ordinators: 1991-1992.*

Alongside the re-structured organisational framework, it is also necessary for the Regions, in co-operation with the State Languages and Cultures Unit and in conformity with the State and national policies to establish the procedures to be followed in order to identify the languages to be introduced, the objectives, content and methodology to be followed, strategies for maintaining quality teaching and learning, and appropriate assessment and evaluation.

Further procedures at the Regional level are discussed in Section V.5 on "Controlled Introduction and Implementation".

Recommendation 16:
Peninsula and Central Regions should consolidate and further develop their administrative frameworks and procedures for languages and cultures. There should be regular reporting on developments in both Regions to the rest of the State.

Recommendation 17:
While other Regions might develop along lines appropriate to their individual circumstances, they should also take account of the experiences of Central and Peninsula Regions (see Appendix II).

Tertiary Institutions

Tertiary Institutions are very much part of a sound infrastructure for the effective implementation of language education policy, not least because effective teaching depends on the quality of the education given to teachers-in-training.

Concern was expressed by the Advisory Committee and by some members of the Reference Group about some factors relating to Tertiary Institutions.

- There seem to be no co-ordinated procedures for disseminating and responding to information with regard to languages and cultures within tertiary institutions.
- There seem also to be no comprehensive co-ordinated procedures for disseminating information and intentions between the tertiary institutions and the Queensland Education Department.
- There are reservations about the nature and quality of some Teacher Education courses for intending language specialists.
- There are concerns about the absence of units dealing with languages and cultures in Teacher Education courses for non-specialists.
- There are concerns about the effectiveness of many tertiary language courses in developing practical proficiency in the language.
- In some institutions courses are shallow and insufficient time is devoted to them.
- The range of languages taught in tertiary institutions is limited.
- In some institutions, trainees are studying methodology strands in some languages without a supervising lecturer in those languages.
- There is considerable inconsistency between institutions with regard to entry requirements for Pre-service Teacher Education courses in languages.

To improve the situation the following set of recommendations is proposed.

Recommendation 18:
The Minister should meet with the Vice-Chancellors of all Queensland Universities to relay to them the proposals contained in this review. He should also invite the Vice-Chancellors to nominate all appropriate staff to attend a meeting with the Senior Department Officer responsible for languages and cultures. (The Minister should meet with the Vice-Chancellors in July at the latest so that Recommendation 19 can be put into effect in August).

Recommendation 19:
A conference lasting two days should be held in August 1990 to improve co-ordination between tertiary institutions themselves and between tertiary institutions and the Education Department.

Specific aims of the conference should include:

- Familiarisation of universities with the aims and content of the State Policy on Languages and Cultures and consideration of how they can support the implementation of the policy;
- Consideration of ways of ensuring that prospective teachers of languages become proficient in language teaching methodology and attain the minimum language proficiency levels specified elsewhere in this policy;
- Consideration of ways of ensuring that all prospective teachers (not only language teachers) complete units of study on
- language and cognitive development: language acquisition, psychology, cognitive psychology, speech and hearing
- teaching across cultures and basic language teaching methods (including the teaching of English as a Second Language)
- the nature of English
- language and culture:
  sociolinguistics, multi-cultural studies
- languages and cultures in Australia:
  Australian studies, multi-cultural studies, including indigenous languages and cultures
- Rationalisation of courses between universities
- Matching Queensland efforts with National Policy on Languages
- How to exploit, in support of the State Policy on Languages and Cultures, the special skills present or emerging in Queensland: language testing and curriculum design (Griffith), language and technology (U. of Q.), Computer-assisted language learning and telecommunications (U. of Q., Bond, Griffith), distance language education, materials development.....
- On-going liaison on language education policy between tertiary institutions and the Queensland Education Department.

IV.3 Creating a Favourable Climate for Policy Implementation

At present, debate about languages and cultures is too often occurring from uninformed understanding of possible developments and uninformed understanding of the issues underlying those developments.

To improve the situation, we make the following recommendations.

> *Recommendation 20:*
> *The Minister and the Education Department should provide frequent media releases which give a rationale for the teaching of languages and cultures and which explain national and State policies. Examples should be given of particularly effective situations and the contribution of language skills to Queensland's economic and social development.*
>
> *Recommendation 21:*
> *The Education Department should stress the importance of languages and cultures in its publications. It should ensure that staff at all levels (but particularly supervisors of studies and Principals) receive appropriate in-service training and that they become vital elements in the development of a favourable climate.*
>
> *Recommendation 22:*
> *The Minister should explain on all appropriate occasions the reasons for teaching languages and cultures.*
>
> *Recommendation 23:*
> *The Minister for Education should seek the co-operation of all State, Territory and Federal governments in producing a series of video programs suitable for prime-time television and other uses. The programs should explain the need for the State and national policies on languages and cultures, explain the policies and their implementation, and seek to create a favourable public climate towards improved language education.*

IV.4 Data Collection and Dissemination

Data on all aspects of languages, cultures and teaching is an essential pre-requisite for sound planning and effective implementation.

> *Recommendation 24:*
> *The Department of Education should initiate a link with Professor Roland Sussex (University of Queensland, Centre for Language Teaching and Resources) to develop structures for accessing data available through the Data Base of the National Languages Institute of Australia which is being established at the University of Queensland.*
>
> *The Department should also develop ties with the Testing and Curriculum Unit of the National Languages Institute of Australia for assistance with testing and curriculum aspects of data collection. (By September 1990)*
>
> *Through its publications, the Department of Education should regularly present items of interest which have been accessed through the Data Base.*

IV.5 Importance of Quality Control

The timelines and procedures suggested in this report are intended to represent the best estimates available at present for the implementation of the proposed initiatives. Quality, however, must at all times be a very high priority. Timelines and procedures might need to be adjusted to ensure effective implementation. Without quality control, programs will be unsuccessful and the whole aim of this policy and the innovations leading to wider language learning may be set back by decades. Responsibility for final determination of timelines and implementation procedures rests with the Ministerial Advisory Council on Languages and Cultures and the Implementation Working Party.

Recommendation 25:

The Ministerial Advisory Council on Languages and Cultures and the Implementation Working Party should continually review the timelines and implementation procedures in the light of progress in the development and implementation of the policy as a whole in order to ensure that high quality programs are attained and maintained.

SECTION V: LANGUAGE AND CULTURAL EDUCATION IN THE SCHOOLS

V.1 Target Enrolments

> ***Recommendation 26:***
> ***By January 1996, all schools should be offering at least one language in Years 6 to 8 using a Cluster model to ensure sequential programs through Years 6 to 8 using either teleconferencing or direct teaching by specialist language teachers. By January 1996, the study of a LOTE should be compulsory in Years 6 to 8 in all schools.***

As teacher supply increases, it may be possible to extend language learning opportunities throughout the Primary and perhaps Pre-School years. However, at the time of preparing this report, the authors considered that the problems of teacher supply and curriculum and materials development were so severe that such a proposal could not be implemented except in pilot programs without acute problems arising in the quality of the programs and their continuity through the school system. Nevertheless, it is strongly recommended that the Languages and Cultures Unit and the Ministerial Advisory Council on Languages and Cultures monitor the teacher supply situation closely through the 1990's with a view to ensuring that, by the turn of the century, decisive steps can be taken towards extending language learning opportunities throughout the school system for all children from Year 1 to 12.

> ***Recommendation 27:***
> ***By January 1996, all Secondary Schools should be offering at least one language other than English through all years to Year 12. All Secondary Schools with enrolments above 600 should be offering at least two languages. There should be no restriction on the number of languages that a student may choose to learn either through direct teaching or through one of the other modes suggested subsequently. By January 2001, at least 25% of all Year 12 students should be studying a language in high quality programs with at least a doubling of this figure in the following decade (2001-2010).***

In arriving at these recommendations, we have taken account of the following factors:

- the societal needs as outlined in Section III
- teaching resources (including teacher supply and curriculum and materials development needs) as outlined elsewhere
- Children seem to learn a second language more naturally during the period often described as Early Childhood (from the beginning of Pre-School to the end of Year 3). Indeed, initiatives have already been taken in the Year 1 to 5 range in some Regions and, though this report gives priority to Years 6 to 8, it is appropriate for some schools to offer programs at this lower level and for most schools eventually to do so.

First, however, there has been little curriculum support for such programs to date; second, if this age group were targeted now there would not be sufficient resources (especially teachers) to enable a continuation through the remaining years of Primary School; third, while Pre-School to Year 3 children can acquire another language quickly, they can also lose it quickly unless it is reinforced and maintained; and, fourth, these early years are the ones where initial reading and writing skills are being established and it is at least uncertain what effect the concurrent development of two different sets of reading and writing skills may have.

- It is recommended that the NLIA be requested to undertake a study of this problem to facilitate later policy decisions. This might also be a concern in Years 4 and 5.

Recommendation 28:
The Queensland Department of Education, seeking the co-operation of the NLIA, should review and research second language learning in the early school years (i.e. Pre-School to Year 5) with a view to

- ***investigating the effects of commencing the study of another language (including Reading and Writing) during these years, and***

- ***establishing clear guidelines for the development of effective curricula and for the successful implementation of language programs.***

- Years 6,7 and 8 form a fairly natural period biologically (although there are some differences in rates of development between boys and girls within this age group). The children are still very receptive to language learning particularly where a lively, communicative approach is taken.

- The recommended curriculum framework of the Queensland Education Department explicitly aims at continuity between the traditional divisions of primary and secondary school. By introducing a clear curriculum link between Year 7 and Year 8 that notion of continuity is strengthened. This should be a basic LOTE model for almost all students. It would also have the advantage of giving children recent language learning experience on which to base decisions about choice of subjects in Years 9 and 10.

- The Year 6,7,8 program is already working very well indeed, particularly in Central Region and in parts of Peninsula Region. In all instances where it is working successfully, classes are completely unstreamed. They often include some children who have been integrated from special needs units and some who are experiencing difficulties within other curriculum areas. In most approved and controlled situations, class teachers, LOTE specialists and school administrators are in agreement: the less able children gain considerable enjoyment and benefit from the lessons; the more able children are not disadvantaged by the wide ability range.

- The Queensland Education Department has indicated that, in their view, it is practically possible to give all Year 6-8 children access to language learning by January 1996.

While this policy would strongly support the opportunity for students to systematically learn more than one language, it does not support the continuation of the one-semester or one-term "taster" courses in which a language is learned for a short time and dropped for another. Such programs are too short to develop useful proficiency levels, and they exaggerate the rate of forgetting and, contrary to their intention, provide no real basis on which to allow students to make a choice of language for subsequent learning.

> ***Recommendation 29***:
> ***The practice established in some Secondary Schools of offering a series of one-semester or one-term language courses (generally in Year 8) should be discontinued and replaced by long-term systematic programs in one or more languages.***

V.2 Selection of languages

The National Policy on Languages (NPL) advocates a balanced "internationalist" approach. It also stresses the need for early bilingual programs to overcome the intellectual and educational disadvantages which can affect numbers of children from non-mainstream homes. The NPL gives highest priority to Arabic, Chinese, French, German, Indonesian/Malaysian, Italian, Japanese, Greek, Spanish. This number of priority languages is, however, too large to allow for effective implementation in Queensland by 1996 and we advocate priority to those seven languages in Group One below. However, this policy agrees with the national policy in advocating a balanced "internationalist" approach, in advocating and facilitating a wide choice of languages for students, and in recognizing that there is need for early bilingual programs for children of non-English speaking backgrounds, especially newly arrived migrants and refugees and certain Aborigines and Torres Strait Islanders.

The basic policy position is that all languages are inherently valuable and the need is to raise the level of skills in all languages in the community with principal but not exclusive emphasis on certain priority languages as outlined below. In establishing priorities, it has been necessary to consider the social, economic and cultural reasons in favour of particular languages, the resources available, and the practicalities of expanding teacher supply and teaching materials. In seeking to encourage the learning of all languages, the view has been adopted that the central aim for language learning is to develop practical language proficiency and to foster cultural understanding. Since all language skills are valuable, since different children will have a different array of needs and interests leading to different preferences for language learning, and since the central aim of this language education policy is to raise the general level of proficiency in languages and cultural awareness in the State, it is appropriate for the school system to recognize proficiency in all languages, wherever and however it is attained.

Consequently, various recommendations in this policy are designed to give principal but not exclusive emphasis to certain priority languages, to allow students the widest possible choice of languages, to enable them to choose the language or languages that match their needs, to provide a variety of modes by which students may formally learn a language but also to allow them to learn by other modes, and to recognize through the formal school certification system any language skills learners may have.

The recommended choice of languages is shown in the following table with priorities outlined below:

Target Languages for Queensland Schools

Group 1: Chinese, French, German, Indonesian/Malaysian, Italian, Japanese, Spanish

Group 2: Greek, Russian, Vietnamese, Australian Sign Language

Group 3: Arabic, Korean, Portuguese, Thai

Group 4: Aboriginal and Torres Strait Islander languages, Kriol

Group 5: Others

The languages in **Group One** are regarded as priority languages to be strongly encouraged and supported. These should be taught widely throughout the State and, by 1996, each Region should be offering each of these languages in at least one school. Those that are, at present, poorly represented will require particular support, especially Chinese, Indonesian/Malaysian, Italian and Spanish in order to expand. Though Japanese is of particular economic significance to Queensland, concern was felt by the Advisory Committee that it has experienced very rapid growth through the 1980's to the point where there is very real concern over the quality of many programs and the adequacy of teacher supply to ensure effective programs in all situations. Japanese now needs to consolidate with further expansion occurring as teacher supply becomes sufficient to ensure the quality of present and future programs. While German has traditionally been relatively strongly represented in schools, the actual number of students learning the language is inadequate especially to meet the economic and social needs likely to arise from current developments in Europe; in addition, the support structures (tertiary programs, graduating teachers etc.,) have run down in recent years and this situation needs to be greatly strengthened.

The languages in **Group Two** should be encouraged though they may be less frequently represented in schools. Nevertheless, by 1996, each Region should have several schools offering at least one of these languages. It will be the responsibility of the Implementation Group to ensure that all Group 2 languages are offered in a balanced way across all Regions.

The languages in **Group Three** should be made available largely through distance education and self-access though they may be taught in a small number of schools where conditions are favourable (e.g., where national curriculum materials are available or the language is taught in a nearby tertiary institution). By the Year 2000, it may be necessary for the Ministerial Advisory Council on Languages and Cultures to reconsider the priorities in the Table and, in particular, to consider whether need, resources and the stage of implementation of this policy may not dictate that the status of some of the languages in Group Three be reconsidered. Korean and Arabic, for example, are of particular economic and political significance and, as soon as teacher supply and curriculum and materials development permit, these languages might be moved to Group 2 or Group 1.

The languages in **Group Four** will be taught in bilingual programs and for maintenance purposes in localities where they are spoken but, in addition, some basic elements of at least one of the languages should be incorporated into Aboriginal and Islander Studies programs throughout the State, some may be made available by self-access or distance education, and some Primary or Secondary Schools may choose to offer a language from this group to non-background speakers (as is currently done in Mossman High and Kuranda Primary).

Group Five incorporates any other languages that students may wish to learn or to receive credit for in the school certification system.

All the languages shown in the Table should be available through distance education or self-access facilities or a combination of both by the year 2000.

Though all students are to be strongly encouraged to take at least one language over an extended period, most schools should also make available accelerated two-year courses in Years 11 and 12 for those students who wish to learn another language or, having dropped out of language learning earlier, wish to pick it up again (see Fairbairn and Pegolo 1981).

Although it is expected that students will generally select one of the languages available in a school to which they have access, they may choose to learn another language through self-access or distance education, or they may have learned it by living in the country of origin of the language or by growing up in a home where the language is spoken. Consequently, it is necessary to have ways of recognizing language skills wherever and however they have been acquired. Since the central reason for language learning is to acquire proficiency in the language, it is recommended that the certification system in schools be based around the assessment of students' proficiency in the language (as does the current system of competency-based assessment operated by the Board of Senior Secondary School Studies). In situations where the language to be credited cannot be assessed by a nearby school, by the Board of Senior Secondary School Studies where that is appropriate, or by taking an examination from another State or Territory, a suitably qualified teacher could be requested to assess the student's proficiency or another organization such as the Testing and Curriculum unit of the National Languages Institute of Australia could be contracted to do so. The cost of such assessment where it entails a language not available in the Queensland School system should be borne by the student wishing to receive the credit.

Teachability of particular languages

There is little firm information on the teachability of different languages and the rate of progress by different learners. The tables most commonly referred to are the ones published by the US Foreign Service Institute School of Language Studies and by the Australian Department of Foreign Affairs and Trade (Lo Bianco and Monteil 1990: 42-43). The teaching situation, however, is such that it is not possible to generalize the data to Queensland school contexts.

From specialist members of the Reference Group, and from the Garnaut (1989) and Ingleson Reports (1989) we have summarised a number of factors relating to the comparative teachability of particular languages.

Speaking and Listening

With regard to Speaking and Listening, it is considered that French, German, Italian, Indonesian/Malaysian and Spanish present similar levels of difficulty.

Chinese, Japanese and Korean present more difficulties than the languages in the above group in the oral/aural aspects of acquiring language proficiency.

Reading and Writing

As with Speaking and Listening, French, German, Italian, Indonesian/Malaysian and Spanish present similar levels of difficulty. All use Roman script.

Japanese, Chinese and Korean are considerably more difficult for Australian students. The scripts for the three languages are very complex and are a constraint on the acquisition of literacy even among children in those societies.

According to Garnaut (1989:303), US studies suggest that it takes two or three times as many hours of study to achieve basic proficiency in Chinese, Japanese and Korean as in European languages. However, early results from the use of a Brisbane-developed word processing package for ideographic languages ("Jiejing" developed by Dr Eric Chappell of Griffith University) are promising and suggest that the learning and use of the script may be facilitated. It is recommended that a controlled evaluation of "Jiejing" be undertaken.

> ***Recommendation 30:***
> ***There should be a controlled evaluation of the word-processing package "Jiejing" developed by Dr Eric Chappell of Griffith University.***

Of the four skills (speaking, listening, reading, writing), writing is held to be the most difficult to acquire in all languages, but most difficult of all in Chinese, Japanese and Korean.

A number of implications arise from the nature and extent of the comparative degrees of teachability of the languages.

- Purely on grounds of relative ease of language acquisition in speaking and listening, French, German, Italian, Indonesian/Malaysian and Spanish present no overwhelming problems if introduced at any level in primary school, though it may be preferable to defer the teaching of reading and writing until after the children have established their reading and writing skills in English. (See also Recommendation 28)

- While the emphasis at all times in all languages in Primary School should be on speaking and listening, it is even more important that this should be the case with Chinese and Japanese.

  This point must be balanced, however, against the strong evidence from school visits that primary school children of all ages from Year 1 onwards are fascinated by Chinese and Japanese script. There was a temptation, which some teachers could not resist, to base their programs on reading and writing and to teach those aspects almost to the exclusion of the development of skills in speaking and listening. With an active approach, Chinese and Japanese can also be introduced at any stage of primary school.

- Since Primary groups and Year 8's are usually unstreamed, it is desirable that academically less-able children are not put under pressure by an excessive emphasis on reading and writing. At all stages of primary school and Year 8 language learning, the balance must be firmly towards the oral/aural skills. Reading and writing should be handled very carefully and in full consultation with Cluster and District Leaders and Regional Co-ordinators.

- An over-emphasis on reading and writing at the Senior Secondary level drew many comments from some students such as:

  "I would rather do Physics than Chinese - it is much easier".

As recommended in Section V.1, the basic model for the next five years is for a complete, sequential program in Years 6,7,8. With regard to Chinese and Japanese, it is particularly important that reading and writing activities be limited though again the possible usefulness of word-processing packages should be considered (see Recommendation above).

Even in secondary school programs beyond Year 8, teachers should avoid the temptation to over-balance Chinese and Japanese courses in the direction of Reading and Writing.

> ***Recommendation 31:***
> ***Target languages in Queensland should be selected in accordance with the priorities and related considerations outlined in Sections V.1 and V.2 and in accordance with the procedures described in V.5 and V.6.***

V.3 Strengthening Individual languages

ENROLMENTS IN MODERN LANGUAGES FOR BOARD SUBJECTS

taken from Board of Senior Secondary School Subjects print-out
April 1990

Year	Chinese	French	German	Indon./ Malay.	Italian	Japanese	Spanish
10	166	2310	2096	154	358	3479	0
11	60	800	728	103	124	1080	0
12	32	705	751	57	113	805	0
	258	3815	3575	314	595	5364	0

Several conclusions can be drawn from the figures in the above Table.

- Spanish (one of the recommended target-languages) is not yet represented at all.
- Figures for Chinese and for Indonesian/Malaysian are still very low and must be expanded as a matter of urgency.
- Figures for Italian are surprisingly low given the amount of primary school Italian teaching which has taken place in recent years. A greater flow-on to courses beyond Year 8 might have been expected.
- Year 12 numbers in all languages are still only about 7% of the Year 12 population.
- More students in each of the Years 10, 11 and 12 are studying Japanese than any other language. The figures in Year 10 are particularly note-worthy; roughly 34% more students are studying Japanese than are studying French, the next most frequently studied language.

Tertiary Support

Because of the serious decline into which language learning had fallen in Queensland by the late 1980's, all the languages shown in the table of target languages (including the priority languages listed in Group One) require assistance to become firmly established and for their teaching to be made fully effective. Implementation of this policy is heavily dependent on tertiary institutions since they largely control teacher supply. It is essential that tertiary institutions co-operate along the lines recommended in Section IV.2 in order to co-ordinate their offerings and to ensure that at least the priority languages are able to expand. In particular, it should be noted that some languages are either not taught at all or are not adequately represented at tertiary institutions. For example, amongst the Group One languages, there is no university chair in Italian, and Spanish is not yet taught in any Queensland university degree program.

Materials Supply

The availability of good quality teaching materials suitable for the various modes of teaching differs widely amongst the target languages. Some (e.g., French, German, Japanese) are well supplied in Australia for class teaching, others are well supplied overseas (e.g., Spanish in the US), while others are deficient. Some collaborative national projects for the production of curriculum materials have been undertaken, but if the full range of languages in the variety of modes proposed in this policy is to be implemented, additional national projects of this nature are essential. It would, for instance, be uneconomical for each State to develop its own distance learning program in, for example, Thai. Indeed, few, if any of the languages have adequate materials suitable for self-access or distance education. However, the time and resources allowed for this project were not sufficient for a survey of available resources to be undertaken. Consequently, the following recommendations are made.

> ***Recommendation 32:***
> ***The Languages and Cultures Unit either using the resources of the Queensland Education Department or by contracting the Testing and Curriculum Unit of the National Languages Institute of Australia at Griffith University should survey the teaching materials available***

for all the target languages and assess their suitability for the different modes of learning identified in Section V. It should then devise a plan for the initial period to January 1996 and for the period to December 2000 for the development of necessary materials (including curriculum and teaching materials).

Recommendation 33:
The Education Department should liaise with other State, Territory and Federal governments or specifically with AACLAME with a view to further collaborative national efforts in the development of teaching materials (including curriculum and other materials) for use in class teaching, self-access and distance education modes.

Specific Languages in Group 1

Within Group 1, it is necessary to carefully nurture the less well-established languages through well-planned and well-monitored expansion in a limited number of schools. The languages most in need of special attention are Chinese, Indonesian/Malaysian, Italian and Spanish. In addition, the indigenous languages and Australian Sign Language require special mention. To achieve this expansion, it is desirable to establish the conditions under which a number of models might develop. From these models, additions and modifications would be made to the basic provisions over a ten-year period.

Chinese and Indonesian/Malaysian

Recommendation 34
Chinese and Indonesian/Malaysian should be strengthened by:

- *Consolidating and strengthening the situations in the few schools where they already have been established;*
- *Establishing from January 1991, under carefully monitored circumstances, in at least one Secondary School and its feeder Primary Schools in each Region, programs in Chinese and Indonesian/Malaysian.*

Thereafter these languages should continue to expand at least at the rate of five new schools each year throughout the 1990's but subject to continual review by LACU and MACOLC.

Italian

Italian is well represented at Primary level in some parts of the State but warrants considerable expansion at Secondary level, not least with improved opportunities for children commencing the language in Primary School to continue it in Secondary School.

Spanish

Of all the priority languages, Spanish is in the weakest position. There is no University base for the subject, and it is taught in only two or three schools in Queensland (e.g., Raceview and Yeronga State School).

The situation will be helped by our recommendation that the Raceview programs be strongly supported and that Spanish be introduced into a nearby State High School.

Victoria and the ACT have been helped by the Spanish Government (through the Education Attaché of the Embassy of Spain). Formal agreements between the Spanish Government and the State Governments of Victoria and the ACT have led to substantial support for Spanish teaching in those states. The ACT, for example, has been funded for three teachers and a consultant.

> *Recommendation 35:*
> *Negotiations at a Government to Government level should be conducted with a view to obtaining assistance in establishing Spanish as one of Queensland's priority languages. (By October 1990)*
>
> *Recommendation 36:*
> *Pathways for intending teachers of Spanish should be established. One item at the recommended Education Department/Tertiary Institutions meeting should involve discussions leading to firm proposals for at least one University to develop courses in Spanish and to train teachers of Spanish.*
>
> *Recommendation 37:*
> *At least one Queensland University should establish courses in Spanish enabling students to train as teachers of that language. (By January 1992)*
>
> *Recommendation 38:*
> *The Queensland LOTE Centre or a University should be contracted to provide a series of intensive courses in Spanish for groups of fifteen carefully selected teachers. The Education Department should explore the possibility of assistance from the Spanish Government in staffing these courses.*
>
> *Recommendation 39:*
> *If satisfactory facilities for training teachers of Spanish cannot be provided in Queensland, up to fifteen carefully selected potential teachers should be seconded to an appropriate institution in another state and, on their return, be given appropriate training in language teaching methodology.*

Indigenous languages and cultures

Indigenous society is by no means homogeneous linguistically, culturally, socially or anthropologically. While Aborigines as a broad category are significantly different from Torres Strait Islanders as a broad category, both Aboriginal and Islander societies are complex in themselves.

Linguistically, Aboriginal and Torres Strait Islander children come from a wide diversity of backgrounds. Some come from homes where an indigenous language is the first language; some come from homes where a creole is the first language; some from homes where non-standard forms of English are the first language; others from homes where the first language is a form of English little or no different from that spoken by many white Anglo-Australians.

Culturally and socially groups and sub-groups display a variety of beliefs, life-styles, customs and aspirations.

Anthropologically, there are sometimes significant differences between some groups. This is particularly the case with regard to Torres Strait Islanders.

The descendants of South Pacific Islanders also form both a distinct category and a number of distinct sub-groups, some now closely interrelated with Aborigines and Torres Strait Islanders on the mainland and on various islands of the Torres Strait.

There are several needs arising from the diversity of indigenous and South Pacific Islander society. The following set of recommendations is designed to meet these needs.

> *Recommendation 40*:
> ***The school curriculum should include accurate cultural/historical programs;***
>
> *Recommendation 41*:
> ***Schools should implement effective language development programs for "linguistically different" indigenous children;***
>
> *Recommendation 42*:
> ***Bilingual programs should be devised and implemented where required in early childhood.***

During this phase of a child's development, one important aim of bilingual programs is to assist children's concept development in pre-school and in the first three years of primary school. Activities are conducted in the language of the home. There is a gradual and increasing use of English. Eventually, English becomes the main medium of instruction, while the home language continues to be maintained.

Problems of language selection occur when individual schools cover children from a variety of indigenous language and cultural backgrounds. In such cases, it is particularly important that the appropriate communities are consulted and that they are presented with accurate information.

> *Recommendation 43*:
> ***Decisions about language selection in indigenous communities should be arrived at after all appropriate communities have been consulted and provided with accurate information.***

Provided that the broad features of recommended guidelines are met, there should be some flexibility displayed by Regional and District personnel with regard to the introduction of indigenous language and culture programs. The schools, for their part, must display a willingness to follow guidelines drawn up according to generally accepted principles from the fields of applied linguistics and language teaching and from the fields contributing to the discipline of social education.

> *Recommendation 44*:
> ***Flexibility should be displayed by Regional and District personnel with regard to the introduction of indigenous language and culture programs. Schools should display a willingness to follow guidelines drawn up according to generally accepted principles from the fields of applied linguistics, language teaching and social education.***
>
> *Recommendation 45*:
> ***All Queensland children as part of their general education should become aware of the nature and complexity of both traditional and present day indigenous society. Studying aspects of a language***

should be part of such an initiative. The programs already in place, therefore, should be reviewed and further assisted.

Recommendation 46:
Units on indigenous languages and cultures should be essential components in all pre-service diploma and degree programs.

Australian Sign Language

As a result of interviews during this review, it became clear that there are several situations involving language and linguistics in areas which were, perhaps, once considered to be the exclusive concern and responsibility of Special Education:

- education of people with degrees of hearing impairment
- education of people with degrees of visual impairment
- education of people with degrees of speech impairment.

Some schools in the Central and Northern Regions of the State Education Department have introduced programs designed to enable mainstream children to communicate and interact with one or more of the three above groups. In some schools all three situations are involved in programs which are usually called Total Communication. Typical programs include units on Australian Sign Language, Braille and Articulation. In some schools, only one of those three aspects is covered (usually Australian Sign Language).

Australian Sign Language has been recognised by the National Policy on Languages as a language in its own right. We feel strongly that similar recognition should be given to it at the Queensland level. We have included a description in support of Australian Sign Language presented to us by Dr Merv Hyde, Associate Professor Des Power and Ms Breda Carty of the Division of Education, Griffith University. (Appendix I)

We recommend that Australian Sign Language be recognized as a language in its own right and be taught in schools.

Recommendation 47:
The Queensland Ministry of Education should include Australian Sign Language as a language to be fostered within the proposed Queensland policy on languages and cultures. It should be recognized by the Ministry of Education as a language in its own right and accepted as a target language to be taught in Queensland Schools (see also Recommendation 31) and the Table of Target Languages in Section V.2).

V.4 Cultural Awareness

Language programs should not be seen solely in terms of communication. It is essential that they should be presented in the context of the societies they represent.

The need to develop insights into other societies and to understand the nature of Australian society has been described in this report in the Rationale for Teaching Languages. Concentrating exclusively on language alone cannot fulfil that need and, indeed, since the culture is the meaning system that underlies a language, language teaching to be effective must entail teaching of culture.

There is evidence that cultural sensitivity and cross-cultural attitudes may be enhanced by studying a language in its appropriate cultural context and that attitudes might generalise to other cultures. There is a need, though, for our children also to be aware of significant aspects of the cultures of our own Australian society, of our regional neighbours, and of countries, and groups of countries, further afield.

Because the number of cultures to be covered in a cultural awareness syllabus is so diverse, some programs will not always include a strong language element. Sometimes, there might be no language element at all, although as far as possible cultural programs should include reference to some elements of the language.

Cultural awareness, too, can be developed in different ways at different ages. Ideally, it should be a process which is built into the curriculum in pre-school and continued through every stage of school to Year 12.

While cultural awareness has not been the main focus of this review, it is clear that excellent work has been undertaken in some schools, particularly by some Social Science and by some English teachers.

During interviews in connection with this study, however, it became clear that there are various (and sometimes eccentric) interpretations of "culture".

- For some, the term means the "civilising" aspects of the country or its "high cultures", its literature, art, music, architecture.....
- For some, it is traditional dancing and cooking.
- For some, it is the popular conception of a country - for example, bull-fighting, macho men, guitars, dark-eyed, seductive senoritas in Spain.

A serious study of culture should perhaps include the elements advocated by the Curriculum Development Centre in some of its social education programs such as "The Aboriginal Australian in North East Arnhem Land":

- geographical location, climate, features of the environment
- family structure and relationships
- social groups
- daily routines and special events
- elements of the language
- beliefs and values
- work and leisure
- food
- significant historical features

- the flavour of everyday life
- artistic, scientific and other achievements
- political structure
- current issues.

The list is not conclusive. It might serve to indicate, however, that an Australian leaving school at Year 12 should have a significant understanding of other societies.

The Asian Studies Council in "A National Strategy for the Study of Asian Cultures in Australia" points out that over 90% of university graduates have undertaken no serious study of Asian cultures at primary and secondary school. It seems to be the case that there has been no structured and serious study of any other culture either.

It is essential, then, that cultural awareness programs follow firm guidelines. Some members of the Advisory Committee and of the Reference Group have been disturbed by a number of features of many programs currently operating in some Queensland schools. The disturbing features include:

- An emphasis on the bizarre and the exotic
- Stereo-typing
- Teaching Australiana through another language or culture (teaching Australian children to sing "Waltzing Matilda" in Chinese, for example)
- The apparent ease with which some schools are able to obtain funding to develop programs which are unsatisfactory or to redirect the funding to other school purposes
- The uncontrolled nature of the introduction and implementation of such programs and the lack of suitable evaluation.

A research study is due to be undertaken from July 1990 by the Cultural Equity section of the Division of Special Program Services. The object of the review is *"to collect information about the degree to which the current multicultural policy is being implemented in schools and the extent and nature of support identified by teachers as being required to implement the culturally inclusive curriculum"*. (Communication from Grazia Catalano, Senior Education Officer, 26 April 1990).

The research study could also well address the concerns of our Advisory Committee and Reference Group members about the extent to which existing programs meet the criteria outlined earlier.

Recommendation 48:
The proposed research study into multicultural policy by the Division of Special Services should also address concerns arising from inadequate approval procedures and from inadequate follow-up of many cultural awareness programs and consider the extent to which the programs result in systematic understanding of one or more cultures and in enhanced cross-cultural attitudes.

It is expected that the current initiatives of the Cultural Equity Section will help establish criteria for a curriculum which addresses -

- cultural studies
- multi-cultural understandings
- needs of ethnic minority students
- cross-cultural attitudes.

Meanwhile, it is important that some in-service activities are organised with a view to sensitising appropriate senior departmental personnel and school administrators to -

- the significant, rather than the superficial or trivial, aspects of cultural awareness
- the need for consultation and program monitoring.

V.5 Controlled introduction and development of programs

It is important to strike a balance between stifling the independence and creativity of teachers and schools on the one hand and allowing completely uncontrolled introduction and development of programs on the other hand.

We have attempted to provide basic models for most situations. We have also indicated a number of other situations, very different in some cases from the basic models, which should provide variety and should yield valuable information about program implementation at a range of age levels.

The uncontrolled introduction and development of programs often lead to failure. Not only does failure affect the uncontrolled programs, but the reputation of successful programs suffers also. For all the situations, clear procedures as outlined below should be followed.

To achieve effective implementation in the areas of languages and cultures the procedures described below for the introduction and development of programs should be followed.

- Initially, media releases should give a rationale for teaching languages and cultures and should explain national and Queensland policies. Examples of particularly effective existing situations could be given.
- The Regional Supervisor of Studies (or other appropriate person at that level or higher) and the Regional Co-ordinator of Languages and Cultures should meet with District Inspectors, Inspectors of Schools

and all Principals and LOTE Cluster leaders to formulate and co-ordinate language policies within the Region including the selection of target languages and the location of programs in particular languages.

- Appropriate personnel such as a Regional Supervisor of Studies, District Inspector, or LOTE consultant should meet with individuals and groups, in the following sequence:

Principal

Classroom Teacher

Parents and Students

Other Community Members

In their discussions, they should expand upon the rationale for teaching languages and cultures given by prior media releases. They should point out that the choice of language depended on reconciling at least three needs:

- the need to co-ordinate the individual school's wishes with the wishes of other schools in the Cluster or District
- the need to reconcile sometimes fiercely conflicting views from various community groups
- the need to ensure a balance among priority languages across Australia, across Queensland and across each Education Region.

Once a language has been selected through the above process, a number of conditions should be agreed upon by the individual school:

- The Principal and the relevant staff should demonstrate a willingness to work according to Education Department and Regional guidelines;
- The language teacher or instructor should demonstrate a willingness and ability to attain and maintain proficiency in the language concerned;
- The language teacher or instructor should demonstrate willingness to attain and maintain proficiency in language teaching methodology.

Once the program has been introduced a series of pre-planned meetings of various kinds should regularly and routinely take place:

- between School Administrators and the staff involved in the programs
- between school and community

- between Regional Office representatives, School Administrators and staff involved in the programs.

The meetings would include on their agendas items such as the following.

- Is the program meeting its stated aims?
- What proficiency levels are being attained?
- Are there any problems which should be addressed?
- A review of units taught.
- Planning for future units, both in terms of content and in terms of methodology.
- Continuity and co-ordination within and between schools and levels.

Recommendation 49:
The introduction and development of programs should be part of a carefully controlled process and should follow the procedures outlined in Section V.5.

Some existing programs provide models which should be consolidated and further developed.

Secondary School Immersion Programs

Benowa State High School has pioneered a program whereby several areas of the school curriculum are taught to selected groups through the medium of French. The quality of teaching is high and student performance is impressive.

The teachers involved work exceptionally hard and require far more support with regard to time and assistance for materials production. They also require some tangible recognition for the quality of their achievements.

Recommendation 50:
The Benowa State High School French Immersion Program should be further resourced and strongly supported. The three teachers mainly involved should be declared additional to scale to allow them more time to plan, co-ordinate, and to prepare resources.

The program should be closely monitored by the Queensland Education Department with assistance from the Department of French at Queensland University and the NLIA Testing and Curriculum Unit at Griffith University.

Primary School Immersion Program

At Berseker Street State School, Rockhampton, a Year 7 class is taught a number of aspects of the overall curriculum through the medium of German by the usual class teacher.

Recommendation 51
The Berseker Street State School German Immersion Program should be further resourced and strongly supported and a comparable monitoring program to that proposed for Benowa should be instituted.

Jointly funded Italian programs

At present, 12,000 students in state and private schools are taught Italian through projects funded 75% by the Italian Government and 25% by the Australian Federal Government. A variety of patterns exist. In some schools, teaching is at all levels from pre-school to Year 7. In other schools, specific year levels are targeted In some areas, the students are largely from Italian backgrounds, while in some other places, almost no children from those backgrounds are involved. At Woree State School, for example, there is an obvious enthusiasm for Italian in all classes from pre-school to Year 7 - yet very few of the children are of Italian origin.

A number of the programs are also of interest because of the input from instructors from the community.

There is a need for all of the situations to be evaluated. We therefore make the following recommendation.

> *Recommendation 52*:
> ***The model presently operating at Woree State School should be strongly supported and monitored. This and the other partially funded Italian programs throughout the state should be subjected to evaluation by appropriate specialists in applied linguistics.***

Spanish program at Raceview State School

This is one of only a very few Spanish programs operating in Queensland. All levels of the school are covered from pre-school to Year 7. There are classes for parents, and the instructor also assists local South American refugee and migrant families to integrate into the Ipswich area.

The program is well worth consolidating and developing. It can provide an experimental setting from which Spanish can be developed. Urgent assistance is required with regard to resources, program development and teaching strategies.

> *Recommendation 53*:
> ***The model operating at Raceview State School should be reviewed and re-structured in the light of the findings from the review. It should be strongly supported and monitored so that it can develop into a model for Spanish programs in other schools.***

> *Recommendation 54*:
> ***Serious consideration should be given to introducing Spanish into a nearby State High School to provide opportunities for Raceview students to continue their studies at secondary level and also to provide a secondary base from which to develop resources and strategies for Spanish at the high school level.***

Immersion models

Two models, Benowa State High School (French) and Berseker Street State School (German) have been briefly described and recommended for increased support.

It is desirable to extend immersion programs more widely throughout the state so that:

- the model can be further developed and tested under a greater variety of circumstances, and

- other languages besides French and German can be trialled in immersion conditions.

> *__Recommendation 55__*:
> ***A French immersion course and a German immersion course, along the lines of the Benowa State High School model, should be established in Brisbane North and in either Brisbane South or West Moreton. Out of the two languages (French and German) one should be established in the Brisbane area north of the river and the other language in the area south of the river.***

Well-trained staff should be allocated to the schools selected. Teachers should be proficient in the language, should be outstanding teachers both in the language area and in at least one other curriculum area, and should be committed to the aims of the program. The Principals and Administrative Staff should also be committed to the program.

In the first instance, the courses would progress from Year 8 to Year 10.

The courses should be publicised through the media and through Brisbane schools during the period July/August to October 1990.

Students living within reasonable access of the designated school should be invited to apply for a place. During the first three years of the program, there should be a process of fairly rigorous selection. Precedents exist for this selection process in the "Schools of Excellence" in Music, Golf and other areas.

These schools could be expected to develop into "lighthouse" high schools for languages generally, and in particular for other immersion programs.

> *__Recommendation 56__*:
> ***Other immersion programs should be trialled, with Italian commencing in 1992 and with Japanese as soon as suitably proficient teachers are available. Gradually each of the seven Group One languages should be represented in at least one high school immersion course (by January 2001 with the first new programs being commenced in January 1991).***

> *__Recommendation 57__*:
> ***In Primary Schools, immersion programs should be trialled initially in roughly the ratio of one per Region (by January 2001, with the first new programs being introduced if possible by January 1992, but not later than January 1993).***

> *__Recommendation 58__*:
> ***In all situations, programs should go through the process of consultation, approval, and strict monitoring and evaluation comparable to that in Recommendation 50.***

Emergency situations

Some emergency situations can be foreseen. We know, for example, that there will be a continuing flow of Vietnamese refugees from holding centres in several parts of the Asian/Pacific area. Some children will have been in the camps for up to five years. They will have received varying amounts of education depending on conditions in various centres. All age levels will be involved and language needs will vary according to age. There appears to be a trend for Vietnamese refugees to settle in the Darra area.

Similarly, an increasing number of Arabic speakers could be expected to come from the Lebanon and speakers of other languages from all parts of Eastern Europe.

We can expect an increase in Chinese migration during the remainder of this decade.

In all the above situations, there will be an increasing need for English and other language teaching.

At present, our educational provisions in such foreseeable emergency situations are inadequate, largely due to the piecemeal, unco-ordinated strategies described in Sections IV.1 and IV.2.

Some other emergency situations cannot be foreseen. It can reasonably be assumed, though, that there will inevitably be an influx of non-English speakers whenever conditions give rise to significant exodus for political, military or economic reasons. Sometimes, natural disasters will cause an emergency migration. Contingency plans need to be made so that such emergencies can be controlled. One emergency situation exists at present in the Darra area of the West Moreton Region where many newly arrived Vietnamese refugees tend to settle.

> ***Recommendations 59:***
> ***Darra and other schools in the area should receive immediate assistance with regard to the consolidation and development of bilingual Vietnamese/English programs.***
>
> **Recommendation 60:**
> ***Planning for emergency situations should be placed on the agenda for the first meeting of the Ministerial Advisory Council in Languages and Cultures.***

Continuity and stability of programs

In some situations, well-prepared and well-introduced programs have failed for one or more of the following reasons:

- There has been a change of Principal and the new Principal is either unsympathetic towards the program or else knows little of its history. In one school with 60% of its enrolment from Vietnam, for example, there have been three Principals in the past twelve months.

  For existing programs to be successful, the following guidelines should be applied when Principals are appointed:

  - The incoming Principal must be in sympathy with the program and must be knowledgeable about it;

  - The new Principal must actively support the program. While modifications might be made in consultation with the appropriate personnel, the program must be allowed to proceed for its originally proposed time period along mainly the original guidelines.

- In some situations, there has been uncertainty about the continuation of a program due to uncertainty about future funding. Some emergency programs had funding for only six months. In some Aboriginal and Torres Strait Islander situations similar uncertainty was present.

  Once introduced, programs must be guaranteed stability for the whole of the originally projected duration of the project (subject, of course, to satisfactory performance being maintained). In general there should be an expectation that a successful project will become a permanent program unless the need for it disappears.

- Insufficient help in terms of resources and advice are given to teachers.

  It is essential that projects, once approved, are closely monitored on a regular and collegial basis by local and regional advisers with appropriate input from applied linguists with expertise in relevant areas including methodology, syllabus design, testing and evaluation.

  Recommendation 61:
  Monitoring and assistance should be maintained routinely and actively once a project has been approved and established. Appropriate input should be made by applied linguists with expertise in relevant areas including methodology, syllabus design, testing and evaluation. The school should willingly accept that an approved project will be closely monitored. Incoming Principals should accept the broad strand of the guidelines concerned with continuity and stability of programs. In general there should be an expectation that a successful project will become a permanent program unless the need for it disappears.

We have stressed that individual programs should be carefully planned, introduced and developed according to the guidelines we have recommended. During an interim period of five years, however, resources would be excessively diluted if they were spread evenly throughout the state.

We recommend, therefore, that apart from the situations described above, two Regions plus South-East Queensland be targeted for particular help so that recommended models might be trialled and developed in the most favourable circumstances.

The two Regions we recommend in addition to South-East Queensland are Central Region and Peninsula Region. We have decided on these Regions for a combination of the following reasons.

- Both Regions contain a wide diversity of situations. While each shares some common features with the other, there are also distinct differences between the two. Thus, between them they contain an exceptionally wide and complex range of situations.

- Peninsula Region contains a number of isolated Aboriginal and Torres Strait Islander communities which require particularly well-planned and well-implemented strategies with regard to language and culture programs.

- Central Region has initiated and developed methods of providing access to good language teaching for children in isolated areas.

- Between them the two Regions exemplify most situations for language teaching which occur in Queensland. In both Regions, there is a pervasive and very positive attitude towards the teaching of languages and cultures.

- Both Regions have clearly developed organisational structures which will assist effective formulation and implementation of innovations. Important features of those structures include the following:

    - Senior personnel are clearly, explicitly and actively committed to developing the area of languages and cultures within their Region;

    - The Regional LOTE Co-ordinator in each case is a key figure. In both situations, the Regional Co-ordinator is enthusiastic, innovative, able to generate co-operative effort, and is highly regarded by Regional office and school administrators, by teachers, by students, and by communities. Both people have built up active, effective teams.

We recognize that the heaviest concentration of population is in the South-East corner of the State; here the economic and social reasons for language teaching are especially acute; emergency situations as described above occur more frequently; there is readier access to university support services, and a considerable number of initiatives have already been taken. It is therefore proposed that South-East Queensland also be recognized as a priority area. A number of specific programs have already been proposed for this area.

We recommend that the following actions be taken with regard to the above areas:

> *Recommendation 62*:
> ***Approval should be given for Central and Peninsula Regions and for South-East Queensland to be designated "target" areas***
>
> *Recommendation 63*:
> ***A series of meetings should be commenced within each targeted area to refine strategies and to start the planning process leading the Regions towards establishing:***
>
> - ***each of the models described in Section V.5***
> - ***a Regional Language Centre, Self-Access Centres and Schools of Excellence***
> - ***in-service programs as outlined in our recommendations***
> - ***linking technology to the provision of educational facilities in the languages and cultures field***

- *determining which languages should be taught in which areas*
- *ensuring that each recommended language is given an opportunity to develop.*

Present at the meetings would be the Regional Director, Supervisor of Studies designated as the senior officer responsible for languages and cultures, Regional Co-ordinator, District Inspectors and any other people the Region feels can contribute to the planning process. (July-December 1990). (See also Section V.2 and V.6).

V.6 Modes of Offering Language Learning

Languages will be offered by a variety of modes:

- Direct teaching in all schools;
- Distance education;
- Teleconferencing;
- Self-access either alone or with support through distance education, teleconferencing, or visits by the student to schools in the region or nearby where a teacher is available to provide periodic assistance; all schools should gradually obtain self-access facilities able to support the learning of one or more languages as demand dictates;
- Schools of Excellence which will offer more languages than are available in other schools (up to 6 or 8) and offer model programs; it should have a self-access centre; at least one School of Excellence in Languages should be established in each Region by 1996;
- Regional Language Centres, at least one of which should be established in each Region, generally in a larger urban area and either standing alone or attached to a school, TAFE College or other tertiary institution. A Regional Language Centre should offer all of the target languages to the extent that demand allows and should also operate a self-access centre. Regions and individual schools, however, should still be strongly encouraged to offer Group One languages through the school curriculum;
- Proficiency gained through other learning will also be recognized (e.g., in an ethnic school, by living abroad, or by growing up in a home where the language is spoken).
- A variety of other programs will also be established as discussed elsewhere, including bilingual programs and immersion classes.

We recommend one of two models as the usual approach for children in Years 6,7 and 8. Both are described below. Model 1 is the preferred model for most schools. Model 2 is designed to help meet the needs of children in isolated areas.

Model 1

Itinerant LOTE specialists attached to either the high schools or to a feeder primary school

- The LOTE specialists should be additional to staff ceilings and should operate as part of a team.
- They should teach a program to Years 6 and 7 in the feeder primary schools and to Year 8 in the base high school.
- Lessons in primary school should consist of a minimum of two periods, each of thirty minutes, taught by the itinerant teacher. The usual classroom teacher is present during the lessons and also teaches three segments, each of ten minutes, at other times during the week. Those segments are prepared in consultation with the LOTE specialist and take the form of consolidating some of the activities introduced and developed by the specialist (e.g., practising songs and situational dialogues.....). A balance should be struck between the number of schools to be serviced and the number of teachers available to allow for adequate teaching time, adequate consultation and planning with Primary class teachers, and travelling time.
- Lessons in Year 8 should consist of at least three periods per week over a period of a full year.

Model 2

Teleconferencing

- Isolated and small schools can be serviced through teleconferencing;
- A LOTE specialist, additional to staffing ceilings, is based at a high school and services Years 6 and 7 in no more than three primary schools;
- The specialist presents two lessons per week, each of 30 minutes, to the primary schools through the teleconferencing mode (sound only at present);
- Detailed lesson plans are sent in advance by FAX machines to the primary school classroom teachers;
- The classroom teachers assist with the management and direction of the lessons. They are an essential part of the process. Although not necessarily proficient linguists, they commit themselves to keep ahead of the children and to undertake follow-up activities for three segments of ten minutes per week;
- The LOTE specialist visits the schools once per fortnight for face-to-face meetings with Principal, classroom teachers and children;
- Language camps in District or Regional centres can supplement the teleconferencing lessons.

Under both models it is important that LOTE teachers in the Cluster should be familiar with teaching methodology in general in both primary and secondary spheres, as well as LOTE methodology in those areas in particular.

> ***Recommendation 64***:
> ***Models 1 and 2 should be the usual approaches by which languages are offered to children in Years 6,7 and 8, with Model 1 being the preferred Model for most schools and Model 2 for most children in isolated areas.***

After Year 8

After Year 8, there are several possibilities in most situations.

- Students might elect to continue the same language into Year 9 and 10 as one of their subjects for the Junior Certificate.
- Some students might elect to start a new language in Year 9 as part of a two-year Junior Certificate course.
- In both of the above situations, there could be the possibility of continuing the language into Years 11 and 12.
- Some students might elect both to continue the same language into later years to take an additional language in Years 9/10 and/or in Years 11/12.
- Some students might choose to begin another language in Year 11. Using as models Year 11/12 accelerated syllabuses of the National Foreign Languages Curriculum Projects and the N.S.W. Z courses, two-year courses should be written and trialled in some languages. Schools should consider whether by increasing time allotted, for example, through additional periods, vacation courses and other out-of-hours classes, they cannot increase the level of proficiency attained.

We recommend that high schools, gradually provide students with each of the above possibilities. The process for introducing the innovations should follow the guidelines we have suggested. They should, therefore, be introduced and developed in a controlled way.

> ***Recommendation 65***:
> ***The LACU should ensure that the possibilities for language learning described in Section V.6 be implemented.***
> *(January 1991 to December 1995)*

Special Courses

Selected students could be given the opportunity to study a language intensively at a District, Regional or State centre after Year 12. This could take the form of one of the following possibilities:

(i) A ten-week full-time course for students who wish to gain a high level of language proficiency for vocational or recreational reasons.

(ii) A twenty-week course for students who wish to gain a very high level of proficiency with the intention of either specialising in the language during tertiary education or else having the language as a useful adjunct to whatever specialty they might undertake during tertiary education.

Taken together, the above measures will considerably increase the number of proficient language speakers in the community. They will also provide a major source from which to select language teachers-in-training.

Outside the usual school programs, a variety of courses can be developed to satisfy a number of needs. Although such courses would give priority to the seven targeted languages, others could also be catered for. The possibilities include the following.

- Periodic week-end, vacation or school time courses for children from isolated areas. These courses would enhance the programs children are receiving through teleconferencing.
- Similarly, courses could be organised for children studying through Distance Education.
- Some courses could be organised to enhance the language learning undertaken by some children who are presently studying independently or through ethnic community schools.
- Introductory courses, in particular languages for senior students who might wish to have some knowledge of an additional language; or who might wish to acquire a limited competence so that the language could be used for vocational or recreational purposes; or who might wish to specialise in the language at a Tertiary level.
- ESL courses for children without regular access to specialised English teaching.
- A language may be developed in some other way (for example, at an ethnic school, in a private language school or TAFE College, by living in the country where the language is spoken, through social interaction in the language at home or in the community). This learning should be recognized by the school and placed on the school certificate.

Organisers/Operators for Special Courses

Courses could be operated by any one or any combination of a number of groups, depending on the particular circumstances of each course.

- Professional associations such as the MLTAQ, the ETAQ or the QATIS
- Tertiary Institutions
- Queensland LOTE Centre (State Education Department)
- Regional Education initiatives
- Catholic Education and other non-state systems working in co-operation with other bodies listed in this section

- Queensland Education Department at a central level
- Bodies such as the Goethe Institute (German), and the Alliance Française (French), and foreign embassies
- Some teachers-in-training could assist with some courses as part of their training
- Native speakers from ELICOS courses, student teachers on "assistant" schemes and people from the general community could assist with group-work and course administration
- Ethnic communities
- Industrial and commercial enterprises.

Location

There are several possibilities for centres to house such courses:

- Education Centres
- Regional or District Language Centres
- Tertiary Institutions
- Existing camps run by the State Education Department and the Queensland Recreation Council
- TAFE centres
- Queensland LOTE Centre (State Education Department)
- Ethnic community centres
- Training centre in an industrial or business enterprise.

Funding

- Some funding for the special courses should be made available through federal sources because some national needs would be met through such programs: for example, the promotion of languages generally, the introduction and development of less usual languages, positive steps towards equity for children from isolated areas and other groups and individuals with special language needs.
- Some funding should come from the Queensland Department of Education.
- Some might come from overseas governments or overseas institutions such as the Goethe Institute and the Alliance Française.
- Funding for some courses might be made available through ethnic associations.
- Significant funding is available through sponsorship from industrial and commercial undertakings especially as a consequence of the proposed training requirements.

- Students learning a language outside the school system and wishing to receive recognition on their school certificates may be required to pay a fee for the necessary assessment to be made.

Implementation

Some of the special courses might develop spontaneously. The full range of possibilities, though, will never be realised without one person being made responsible for ensuring that the developments take place and without properly qualified teachers being used. A large amount of work will be involved in encouraging people to initiate programs, and in co-ordinating activities, setting targets for each language, in obtaining funding, in ensuring courses are regulated and evaluated.

We therefore make the following recommendations:

> *Recommendation 66:*
> ***Special courses (outside the usual school programs), of varying lengths and for a variety of purposes, should be introduced, developed and evaluated and student attainment recognized on regular school certificates (preferably in proficiency terms). The LACU should take steps to ensure that assessment procedures are established to enable students learning a language beyond the school system to have their proficiency assessed and recognized on their school certificates.***
>
> *Recommendation 67:*
> ***The implementation of a comprehensive program of special courses should be the designated responsibility of the State Co-ordinator for Languages and Cultures.***
>
> *Recommendation 68:*
> ***Organizers, teachers and instructors presenting special courses (except for teachers-in-training) should be appropriately qualified and remunerated.***
>
> *Recommendation 69:*
> ***No student should be prevented from attending a course because of poor financial circumstances.***

Process

The recommendations should be implemented according to this process:

August 1990 - January 1992

- The Queensland Minister of Education should include a description of special courses and a request for funding in his discussions with his federal counterpart.

  The State Co-ordinator of Languages and Cultures should initiate a series of meetings with appropriate individuals and institutions to plan the progressive introduction of courses as described above and to establish acceptable proficiency based assessment procedures. The State Co-ordinator should not feel restricted to the suggestions above.

- The State Co-ordinator should make very active efforts to obtain funding from at least the sources listed above.

- The State Co-ordinator should ensure that vacation courses in at least one of the Asian and one of the European languages are implemented before the end of January 1991, possibly at the Queensland LOTE Centre.

- The State Co-ordinator should ensure that in each Region at least one ten-week or twenty-week course for at least one Asian and one European language is ready to be introduced for Year 12 leavers to commence in February 1992. This step is conditional upon the appropriate Tertiary Institutions being willing and able to take a mid-year entry in 1992 or upon the course participants undertaking an organised one-semester program in the country of the target language. Such courses would serve as models for some other Regions to adopt from 1993 onwards.

Between August 1990 and December 1995.

- The State Co-ordinator should ensure that the full range of courses in each of the target languages is well-established and well-regulated.

- The State Co-ordinator should ensure that some languages not listed among the recommended seven be made available to the students specified above.

- The State Co-ordinator should be required to report to MACOLC on the situation twice per year starting in December 1990. Relevant contents of the reports should be made through the media and through specialist publications to the appropriate professional and community people directly involved or affected.

- The State Co-ordinator through the senior officer responsible for languages and cultures should be directly responsible annually for satisfying the Ministerial Advisory Council on Languages and Cultures that the full scope and possibilities inherent in the special courses innovation are being effectively developed.

V.6 Facilities in Schools

Reference has been made in Sections V.2 and V.6 to the variety of modes for the teaching and learning of languages with implication for facilities required. Within schools, language classes are often conducted in unfavourable conditions. They are frequently given a low priority with regard to room allocation. One result is that many language classes have no satisfactory base room which teachers can organize to develop an attractive environment for language learning. This is especially the case in Secondary Schools.

Recommendation 70:
***Criteria for classroom conditions, language rooms, equipment and general facilities for language teaching should be formulated by the Languages and Cultures Unit.** (By December 1990)*

SECTION VI TEACHERS

VI.1 Language Proficiency and Professional Competence

The language proficiency and professional competence of language teachers are of fundamental importance if the quality of language education in Queensland is to be raised and, if all teachers are to be prepared to deal with children of non-English speaking background in their classes, all teachers require some introduction to the basic principles of second language teaching and cross-cultural teaching. In addition, there is need for sufficient specialist language teachers to enable the policy recommendations in this document to be implemented. Contrary to past training practice, however, it is clear that language teachers will very frequently be required to teach across the full age range of children in schools. Consequently, it is recommended that the training programs for language teachers be designed to give them teaching skills with children throughout Pre-School, Primary and Secondary School.

> *Recommendation 71:*
> ***All teachers should receive as part of their basic pre-service training a one-semester unit in cross-cultural teaching to include a basic introduction to second language teaching and how to teach children of non-English speaking backgrounds.***

> *Recommendation 72:*
> ***All Primary and Secondary School teachers-in-training who wish to specialize in language teaching should be required to take the equivalent of at least two semester units in second language teaching methodology (including classroom techniques, syllabus design and program writing, and assessment procedures) and to be trained to teach throughout the Pre-School, Primary and Secondary School age range.***

> *Recommendation 73:*
> ***All language teachers should be strongly encouraged to take a specialist graduate diploma or higher degree in the area of applied linguistics (including second language teaching) and a specialist graduate diploma should be regarded as the minimum qualification for promotion beyond the class teacher level from January 1995. During the interim period an alternative to a graduate diploma may be successful completion of substantial in-service courses run or approved by LACU.***

Language proficiency is of fundamental importance for language teachers, not least because, unlike other subjects, the language is both the target and the medium of instruction and the teacher is often the principal (if not sole) model of the language for the student . Consequently, unless language teachers have adequate language proficiency, they cannot teach successfully, particularly since they will now be required to use the best of active communicative approaches. Teachers at all levels of language teaching must be able to present to their students a fluent, grammatically accurate, and situationally sensitive model of the language. This is not possible unless their proficiency is at least at S:3, L:3, W:3, R:3, and consequently this level should be regarded as the minimum desirable level for language teachers at any level of the school system. For the reasons indicated, it is not sensible to adopt a practice that implies that teachers in the Primary School or in Year 8 can cope with a lower proficiency level than teachers of later Years and therefore these minimum proficiency levels apply to all language teachers. However, enquiries made in the course of preparing this policy document suggest that very few learners of foreign languages such as Japanese and Chinese that use ideographic scripts can attain Level 3 in Reading and Writing. Consequently, it is recommended that for languages using ideographic scripts the minimum proficiency for teachers be set at S:3, L:3, W:2, R:2 and for other languages S:3, L:3, W:3, R:3. (It is assumed that the teachers' cultural proficiency will complement these levels.)

> *Recommendation 74*:
> ***The minimum language proficiency level for teachers of languages that use ideographic scripts should be S:3, L:3, W:2, R:2; and for teachers of other languages S:3, L:3, W:3; R:3.***

Word processing packages such as Jiejing (described in Section V) might also help teachers acquire higher levels of proficiency in Reading and Writing in languages using ideographic script.

> *Recommendation 75*:
> ***LACU should initiate a project to investigate the usefulness of word-processing packages for use with ideographic scripts in promoting the development of high levels of proficiency in Reading and Writing by teachers.***

At present, anecdotal evidence suggests that few teachers in Queensland schools reach these proficiency levels. However, it was not possible to obtain the necessary data to confirm or reject this belief and the anecdotal evidence, though strong enough to indicate that a major proficiency problem exists, is not strong enough to allow a rational remedial plan to be proposed. Consequently, it is recommended that the LACU of the Queensland Education Department immediately conduct a survey of teachers to estimate the level of proficiency of language teachers in Queensland schools and to develop a plan for reference to the Ministerial Advisory Council on Languages and Cultures to raise the level of proficiency of all language teachers to those indicated by the year 2000 and to within one ASLPR step of those levels by January 1996. The survey and the development of the remedial plan should be undertaken by the Queensland Education Department either using its own resources or by contract to an outside organization such as the NLIA Testing and Curriculum Unit. The remedial plan should include provision of incentives to language teachers to develop and maintain their proficiency by using both the promotional criteria and productivity provisions of the teachers' salary award, full-time intensive courses in the language of different durations from a week-end to a year, self-access and distance education programs to be undertaken in the part-time mode, and various forms of overseas experience in the countries of origin of the languages (e.g., teacher exchange, formal language study programs, and vacation travel). Since one of the most important means by which language teachers may develop their proficiency is by living in the country where their target language is spoken, it is recommended that the Minister for Education immediately request the Federal Government to amend the taxation provisions to encourage language teachers to travel in the country of origin of their languages. At present it is possible to claim a taxation rebate if a teacher undertakes a formal course of study overseas, but it is not possible for language teachers to do so if they simply travel and live in the country even though this is a professionally highly desirable experience that will improve their proficiency and their teaching skills.

> *Recommendation 76:*
> *The Languages and Cultures Unit of the Queensland Education Department possibly with assistance from the NLIA Testing and Curriculum Unit at Griffith University should initiate a survey to estimate the level of proficiency of language teachers in Queensland schools and develop a plan to raise the level of proficiency of all language teachers to those indicated by the year 2000 and, if possible, to within one ASLPR step of those levels by 1995. (August 1990 - December 1990).*
>
> *Recommendation 77:*
> *The Minister for Education should request the Federal Government to amend the taxation provisions to encourage language teachers to improve their language proficiency by travelling to and living in the country of origin of their languages.*
>
> *Recommendation 78:*
> *The LACU should negotiate with the Board of Teacher Registration and with the Universities to give effect to the relevant Recommendations of Section VI.1 and VI.2. It should also negotiate with the Queensland Teachers Union in order to utilize productivity provisions in the teachers' award to provide incentives to language teachers to obtain the minimum qualifications recommended here, and to amend its own promotional criteria to the same end.*

VI.2 Status

In the Queensland State Department of Education, some categories of teachers are classified according to subject specialisation. In the Secondary field, for example, specialists in Maths/Science, Home Economics, Manual Arts, Commerce, Art and Music are listed according to their particular curriculum area. There is no such designation for teachers of languages (including mainstream English) or for teachers in the Social Science areas (who are involved in varying degrees with aspects of culture and social relationships). All Secondary teachers in the languages and related areas are classified as General Teachers. In the Primary field, too, there is no recognition of a language teaching role in the classification code of teachers involved in language teaching activities.

At the Secondary level, there are at least two consequences arising from allocation to the General Teacher classification:

- There is an expectation that any teacher with some knowledge of another language can teach that subject. This is the case even where the teacher has not undertaken any study of the subject at tertiary level either in content or in methodology. This applies to both English and other languages.

- *Recommendation 79*:
  By January 1991, the Department of Education should introduce a language teacher category into its teacher classification system. Persons in this category should have attained the minimum proficiency levels indicated in Recommendation 74 and have taken at least two semester units in methodology.

  After January 1996, the Board of Teacher Registration should not list LOTE subjects on a teacher's certificate unless the proficiency levels in Recommendation 74 have been reached.

- There is an expectation that any General Secondary Teacher can teach English.

  Recommendation 80:
  After January 1996, Secondary teachers of English should be expected to have majored in English during their Tertiary courses or to have done equivalent study of English subsequently. This should include at least one semester unit in linguistic theory and, in addition, at least two semester units in the methodology of English teaching.

VI.3 Career paths

The perceived low status of teachers in the languages area (compared with that of their colleagues in some other curriculum areas) is further accentuated by limited options for career advancement unless they move out into other fields, into tertiary education, school administration or into other subject areas. Under the present structure of the Department of Education, Subject Master is the position above classroom teacher on the promotional scale. In languages, there are very few such positions available. In West Moreton, for example, there are only three Subject Master positions in Modern Languages. The number is further decreasing because Principals now have the authority to determine the curriculum and organisational areas which will be allocated positions of responsibility. There is a natural tendency to allocate such positions to areas which involve larger numbers of students than are usually enrolled in languages.

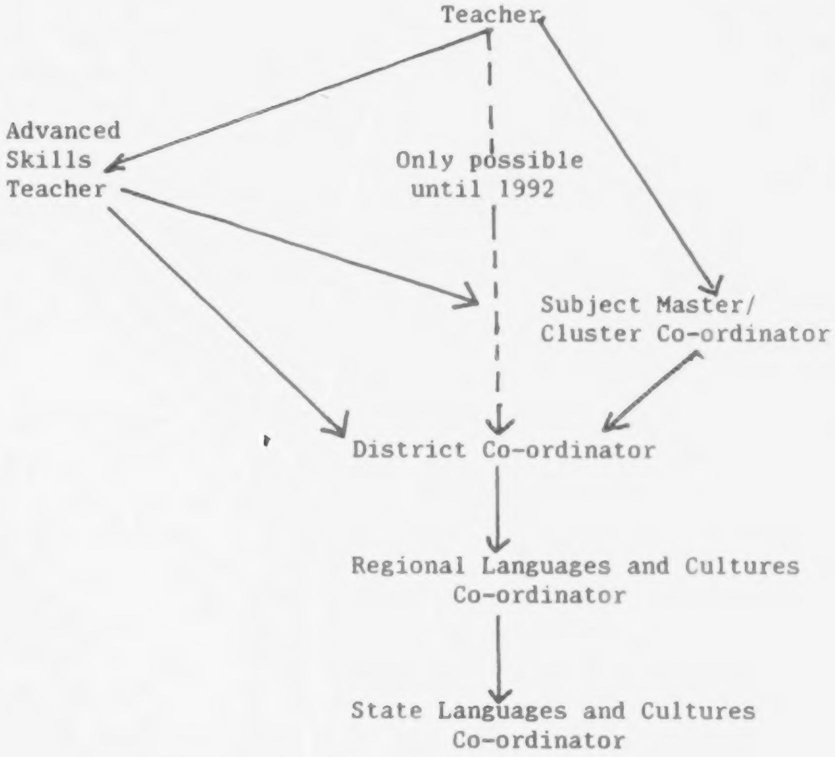
We recommend a number of actions which, taken together, could provide attractive career options.

> *Recommendation 81:*
> ***Some positions in the proposed advanced skills teacher band should be reserved for language teachers.***
>
> *Recommendation 82:*
> ***There should be additional promotional positions for language teachers at the levels of Cluster Co-ordinator, District Co-ordinator, Regional Co-ordinator, Senior Education Officer and State Co-ordinator (all designated for Languages and Cultures) as outlined in Recommendations 13 and 15.***
>
> *Recommendation 83:*
> ***The position of Regional Languages and Cultures Co-ordinator should equate to at least a Deputy Principal level.***

Recommendation 84:
The position of State Languages and Cultures Co-ordinator should equate to at least the level I.16 (See also Recommendation 13).

Details arising from the above four recommendations should be negotiated and the results published by September 1990.

Diagrammatically, the sequence would be:


Teacher
Advanced Skills Teacher
Only possible until 1992
Subject Master/ Cluster Co-ordinator
District Co-ordinator
Regional Languages and Cultures Co-ordinator
State Languages and Cultures Co-ordinator

Recommendation 85:
Persons already successfully holding any of the promotional positions at the time this report is implemented should be confirmed in them irrespective of the actual promotional path they followed.

VI.4 Teacher supply

We recommend that strategies with regard to teacher supply take account of two time-frames:

A. an initial period of five and a half years from July 1990 to December 1995

B. a period from January 1996 to December 2000.

A. July 1990 to December 1995

We have stressed the need for carefully phased and controlled introduction and consolidation of programs. It is clear, though, that there will be an initial period of about five years before our own teachers (drawn largely from our present school population) begin to make their appearance in our schools. During that initial period we shall have to make use of at least these measures:

(i) Untrained people with appropriate language proficiency from the community

In some areas, untrained people from the general community with appropriate language proficiency have already been employed as assistants. In some instances, this strategy for alleviating a shortage of fully-trained teachers has not been successful. The assistants have been authoritarian, even with pre-school children, and have taught with an almost exclusive emphasis on reading and writing. In some other instances, there has been lively teaching accompanied by a happy and purposeful atmosphere.

The best situations are characterised by the following procedures:

- The assistant is appointed only after a selection process including an interview undertaken by the school, one or more community representatives and the Cluster LOTE specialist
- After appointment there is continuing interaction and support from the School Administration, relevant staff, Cluster and District Co-ordinators and the Regional LOTE Co-ordinator.

In some situations there is no alternative to employing such community people. This is especially the case with regard to most instances where Aboriginal or Torres Strait Islander languages are being introduced.

> ***Recommendation 86:***
> ***During the period 1990-1996 formalised and controlled procedures should be adopted to recruit, train and supervise language teaching assistants*** **as outlined below.**

The procedures should follow these guidelines:

- Careful selection processes should be undertaken.
- Regular briefing and debriefing should be undertaken by supervising personnel.
- An initial four-week training session should be undertaken in basic language teaching methodology and the role in the school of language teaching assistants.
- Language teaching assistants should teach only under the direct supervision of the regular class teacher until the Associate Diploma level has been reached.
- Subsequent workshops should be regularly attended.

- Possible career paths should be mapped. We propose that assistants aim at passing through a progression of levels, each of which gives a form of accreditation and financial benefit. Level 1 would consist of aiming for a Certificate level. This would take one year and would entail on-the-job training through school administration, teachers and visiting LOTE specialists. In addition, attendance for two weeks and four week-ends at workshops should be required. After successful completion of one year's activities of this nature, the assistant should be granted a Level 1 Certificate, offered stability of employment and a salary which would rise to the average weekly wage during a period of three years.

  On gaining a Level 1 Certificate, assistants could aim at a qualification equivalent to an Associate Diploma which could be awarded after three years of successful on-the-job and workshop training. They would then be granted an additional payment in recognition of the qualification. The possession of the Associate Diploma (Level 2 qualification) should also provide credits if the assistant decided to undertake university training.

  Recommendation 87:
  The Queensland Department of Education should immediately begin negotiations with Queensland Universities on the content of training programs for language teaching assistants and the credits to be provided towards subsequent degree programs.

(ii) Training existing teachers in other areas to teach languages

Careful selection and follow-up procedures should be carried out. Of the Group One languages, Chinese, Indonesian/Malaysian and Spanish appear to be in most need of short-term measures to boost teacher supply. If after approaches have been made to tertiary institutions satisfactory facilities cannot be provided in Queensland for converting existing teachers in other areas to teachers of these languages, some teachers for each of those languages should be seconded to an appropriate course in another state. Appropriate training in methodology could be undertaken back in Queensland on completion of the program, if not part of the initial course.

Some teachers are already proficient in a LOTE but have received no training in methodology. Such teachers could become fully-qualified LOTE teachers on completion of a methodology course and, where appropriate, a language upgrading course.

> ***Recommendation 88:***
> ***Conversion courses of one semester or one year should be established to train teachers in other areas to teach Japanese, Chinese, Indonesian/Malaysian and Spanish and progressively the other languages in the table in Section V.2.***

(iii) Recruitment of teachers with overseas qualifications

If teachers are recruited from overseas, two broad categories would need to be catered for:

- those whose qualifications are accepted by the Board of Teacher Registration

- those whose qualifications are not recognized without additional formal training.

Teachers from both groups should be required to undertake a minimum one-semester course to familiarize them with the Queensland education system, its procedures and expectations. Exemption from the training program could be given only to teachers from countries with similar education systems and similar school circumstances who have been granted immediate registration by the Board of Teacher Registration.

The recruitment of both categories of teacher would need to be very carefully controlled. Some overseas teachers recruited without careful selection and follow-up procedures have proved to be ineffective in Queensland schools.

Providing, however, that the processes recommended in this report are followed, overseas teachers could greatly assist the expansion of language teaching during the interim period while our local teachers are being trained.

The possibility of Federal funding might be explored. There is a precedent: during 1974-1976, 2000 teachers were recruited from three overseas countries through Federal funding to allow a major expansion of Queensland educational facilities to take place. (The scheme is described in "Overseas Teachers in Queensland" by John, McBryde and Hills, 1977).

> *Recommendation 89:*
> ***Negotiations should be undertaken between the Department of Education and the Board of Teacher Registration to establish appropriate recruitment procedures and with the Board and Queensland Universities to establish suitable training programs for***
>
> - ***teachers with recognized qualifications***
>
> - ***teachers without recognized qualifications.***
>
> *(July-September, 1990)*

> *Recommendation 90:*
> ***Training courses of one semester for overseas trained teachers should be organized to begin in January 1991. Courses should continue each semester for four years. Fifteen teachers with a balance across the seven target languages should participate in each course.***
>
> ***Carefully controlled selection and follow-up procedures are essential if this scheme is to be successful.***

(iv) People from industry, commerce and other professions

Regular pre-service training courses include at present at least two groups of students:

- Students who lack formal tertiary education and who undertake a Diploma of Teaching or Bachelor of Education or a general degree plus a Diploma of Education. These students may be Year 12 leavers or mature age entrants;

- Professionally trained persons who already have a relevant degree together with adequate proficiency in a relevant language who will take a Diploma of Education. This group brings significant experience in industry, commerce or some other field.

Because of the potentially valuable contribution to language teaching that the second group's wider professional experience may make, consideration should be given to attracting them into the language teaching profession. Specifically, we recommend that they enter the teaching force at a higher point on the salary scale than the first groups. The point of entry should be determined by the nature and length of their previous experience.

> ***Recommendation 91:***
> ***To attract good quality people from other professions into language teaching, consideration should be given to allowing them, after training, to enter the teaching force at a higher point on the salary scale than people without such professional training and experience. Discussions should begin with the appropriate bodies from July 1990.***

(v) Maximising the use of LOTE teachers in LOTE classrooms

A significant increase in teacher supply could be obtained by offering existing LOTE teachers a full timetable of language classes. At present, a number of teachers teach only a part timetable of languages with the remainder filled by combinations of subjects covering most curriculum areas.

To achieve this, however, it would be necessary to declare LOTE teachers additional to staff ceilings and to employ teachers to take their place in the non-language teaching parts of their timetables.

> ***Recommendation 92:***
> ***Each Region of the Department of Education should provide data to the Central Office on the implications for staffing if existing LOTE teachers taught only languages (and not other timetabled subjects as well).***
>
> ***(By the end of July 1990)***

Some of the above procedures could continue indefinitely but in the initial period they would be an important means of accelerating teacher supply.

B. January 1996 to January 2001

During the five years 1996 to 2001 we envisage a controlled supply of teachers completing Teacher Education courses in the training institutions.

It will not be possible, either financially or logistically, to organize the supply of teachers equally and simultaneously for each of the target languages. We therefore propose a phased development which enables some target languages to maximise their teacher supply at a faster rate than others while still providing the circumstances for those others to take root and develop. Gradually, the emphasis on the initially favoured languages would taper off and be placed on the others.

Japanese is now in a situation whereby existing and projected training developments could be consolidated and strongly supported.

Recommendation 93:
The present provision of fifteen scholarships (worth $8000 per annum) at the University of Queensland for final year students proceeding to a Diploma of Education in Japanese should be expanded in 1991 at the discretion of LACU but with not less than twenty new scholarships.
(Decision to be made by December 1990)

Because of the limitations on time and resources in the present policy project, it was not possible to arrive at an accurate estimate of teacher resources and needs. The fragmented nature of the Departmental structure also makes some types of data collection a lengthy and a cumbersome process. Consequently, two urgent tasks to be undertaken by the Languages and Cultures Unit of the Queensland Education Department are contained in the following recommendation.

Recommendation 94:
The Languages and Cultures Unit should initiate a detailed analysis of the staffing implications of this policy. The Unit should also formulate a precise and detailed set of specifications for the different teacher supply elements (e.g., the number of student teachers to be recruited in Spanish in 1991, etc.).

SECTION VII: Summaries

VII.1 List of Recommendations

Recommendation 1:
The State should recognize that Australian English is the national language of Australia and the principal language for all official purposes; all Queensland residents have the right to learn Australian English at least to that level of proficiency which meets their needs and interests; all languages and cultures are, themselves, inherently valuable and should therefore be an integral part of the curriculum for all children; language skills are a valuable resource of major significance to economic and social development; all persons have the right to use, maintain and transmit to their children their own language or languages and to learn other languages; and all Queenslanders, irrespective of the language they speak, have the same inalienable civil, political and judicial rights and, as far as is reasonably practicable, the same right to equality of service and opportunity.

Recommendation 2:
The Ministerial Advisory Council on Languages and Cultures should elaborate the policy (outlined in this document) into a fully comprehensive and detailed policy covering all areas of language education. In doing so, it should also consider general language policy as the basis on which to further develop language education policy.

Recommendation 3:
All relevant projects in Queensland (e.g., development projects, committees of inquiry, etc.) should give consideration to language and language education needs and that, in order to do so, all such projects should include a suitable adviser on language and language education needs and policy or an appropriate reference for consideration should be made to the Ministerial Advisory Council on Languages and Cultures in sufficient time for the direction of the project or its report to be appropriately influenced.

Recommendation 4
The Queensland Minister for Education should alert his Federal counterpart to the complexity of the languages and cultures situation and to the need for an improved national infrastructure to facilitate the formulation and implementation of policies. (By July 1990)

Recommendation 5:
AACLAME and its role should be strengthened and stabilized and it should be given a strong and permanent supervisory, co-ordination and approval role in matters affecting language and language education at the Federal level.

Recommendation 6:
All matters involving language (projects, policy decisions, etc.) should be referred to AACLAME for consideration, advice and approval.

Recommendation 7:
The National Languages Institute of Australia (NLIA) should be seen as the research and development arm of AACLAME and the various Federal Ministerial Departments involved with language and language education programs should be seen as the implementation arms.

Recommendation 8:
The present membership of AACLAME should be extended to include a nominee of the language teaching profession as represented by the Australian Federation of Modern Language Teachers Associations and a representative of each of the States and Territories who is required to provide feedback to the State Education Department and the relevant non-State bodies.

Recommendation 9:
To further enhance the feedback given to State and professional organizations, annual review seminars should be held involving representatives of State and non-State education systems, and national professional and "ethnic" organizations.

Recommendation 10:
In order to achieve these objectives, it is recommended that the Queensland Minister for Education take the matters up with his Federal counterpart and his other State and Territory colleagues.

Recommendation 11:
A Ministerial Advisory Council on Languages and Cultures (MACOLC) should be established. This would provide a forum which would enable appropriate areas of the community to have an input into the policy-making arena and be sensitive to the wide range of factors that affect language and language education policy.

Members of the Council should be appointed by the Minister and include nominees from employer groups, professional associations, tertiary institutions, the Queensland Education Department, and other Government and non-Government organizations involved with languages and cultures. (By August 1990)

Recommendation 12:
A senior Education Department officer (at the level of Chief Inspector or above) should have responsibility (along with his/her other duties) for languages and cultures. The designated person should be knowledgeable about those areas and should be committed to the need for a major and continuing impetus to ensure objectives are realised. All areas of the Department involved with languages and cultures should be directly linked to this person. This person would be the Chairperson of the Ministerial Advisory Council on Languages and Cultures. (By August 1990)

Recommendation 13:
There should be established within the Education Department a section which is solely related to languages and cultures (just as there is at present for Music and Physical Education) and called the Languages and Cultures Unit (LACU). This unit should be administered by the Division of Schools. It should also serve as the secretariat for the Ministerial Advisory Council on Languages and Cultures. All LOTE consultants (outside the Regions) and language advisory teachers would be part of this section.

The unit should be led by a person to be called the State Languages and Cultures Co-ordinator who would carry the status of at least Supervisor of Studies/District Inspector. The Co-ordinator should be appointed at the I.16 level and have these qualities:

- *good academic and practical record in the languages and cultures area*
- *ability to generate co-operative effort*
- *ability to initiate policies*
- *ability to ensure effective implementation of policies. (By August 1990)*

In addition to the LOTE consultants and advisory teachers, LACU should have the following staff:

- *The State Co-ordinator for Languages and Cultures*
- *Two Senior Education Officers (SEO's), (between levels I.10 and I.12)*
- *Two Education Officers (Special Duties)*
- *Three clerical/administrative assistants.*

Each SEO should work with one of the Education Officers (Special Duties), thus forming two teams, one team focussing on policy and its implementation in relation to teaching and teachers, and the other focussing on policy and its implementation with regard to programs.

Recommendation 14:
LACU should convene a Language Education Policy Implementation Working Party charged with ensuring that this policy is effectively implemented. The Working Party should have the following composition:

- *Chairperson of the Ministerial Advisory Committee on Languages and Cultures*
- *State Languages and Cultures Co-ordinator*
- *Representatives from the Regions*
- *A Curriculum Development Specialist from the State Education Department*
- *Three representatives of the language teaching profession nominated by MLTAQ, ETAQ, and QATESOL respectively.*
  (July 1990 to January 1996)

Recommendation 15:
Each Education Department Region should be required to develop appropriate administrative frameworks and procedures in support of the State Policy on Languages and Cultures. Each Region should:

- *Designate a teacher to co-ordinate each Cluster (i.e., a group of schools including a High School and its feeder Primary Schools). The Cluster Co-ordinator may be a LOTE Subject Master or other suitably qualified teacher in a Primary or Secondary School. It will generally be necessary for this person to be given a time allowance to carry out the co-ordination duties;*

- *Appoint a District Languages and Cultures Co-ordinator to each Education District to co-ordinate languages and cultures policy implementation, programs, Primary-Secondary interface and continuity, teacher in-service education and other matters affecting the teaching of languages and cultures. This person should be appointed at the top of the Subject Master range. In most cases, the District Co-ordinator will retain teaching or other duties in a school. In making a time allowance for the person to carry out the District Co-ordinator's duties, the Region should consider such factors as the size of the District, the number of schools involved, the range of languages, and the state of development of language teaching in the District;*

- *Appoint a Regional Language and Cultures Co-ordinator to oversight Regional Policy development and implementation in accordance with the State Policy. This person should be appointed full-time and at a level equivalent to the top of the Deputy Principal range.*

Because of the short supply of qualified LOTE teachers, it will be necessary to stagger the appointments of co-ordinators. It is recommended that the following schedule be adopted:

- *State Languages and Cultures Co-ordinator: to be appointed in 1990*

- *Regional Languages and Cultures Co-ordinators in all Regions: by December 1991*

- *District Co-ordinators in all Regions: progressively from 1992 to 1995*

- *Cluster Co-ordinators: 1991-1992.*

Recommendation 16:
Peninsula and Central Regions should consolidate and further develop their administrative frameworks and procedures for languages and cultures. There should be regular reporting on developments in both Regions to the rest of the State.

Recommendation 17:
While other Regions might develop along lines appropriate to their individual circumstances, they should also take account of the experiences of Central and Peninsula Regions (see Appendix II).

Recommendation 18:
The Minister should meet with the Vice-Chancellors of all Queensland Universities to relay to them the proposals contained in this review. He should also invite the Vice-Chancellors to nominate all

appropriate staff to attend a meeting with the Senior Department Officer responsible for languages and cultures. (The Minister should meet with the Vice-Chancellors in July at the latest so that Recommendation 19 can be put into effect in August).

Recommendation 19:
A conference lasting two days should be held in August 1990 to improve co-ordination between tertiary institutions themselves and between tertiary institutions and the Education Department.

Recommendation 20:
The Minister and the Education Department should provide frequent media releases which give a rationale for the teaching of languages and cultures and which explain national and State policies. Examples should be given of particularly effective situations and the contribution of language skills to Queensland's economic and social development.

Recommendation 21:
The Education Department should stress the importance of languages and cultures in its publications. It should ensure that staff at all levels (but particularly supervisors of studies and Principals) receive appropriate in-service training and that they become vital elements in the development of a favourable climate.

Recommendation 22:
The Minister should explain on all appropriate occasions the reasons for teaching languages and cultures.

Recommendation 23:
The Minister for Education should seek the co-operation of all State, Territory and Federal governments in producing a series of video programs suitable for prime-time television and other uses. The programs should explain the need for the State and national policies on languages and cultures, explain the policies and their implementation, and seek to create a favourable public climate towards improved language education.

Recommendation 24:
The Department of Education should initiate a link with Professor Roland Sussex (University of Queensland, Centre for Language Teaching and Resources) to develop structures for accessing data available through the Data Base of the National Languages Institute of Australia which is being established at the University of Queensland.

The Department should also develop ties with the Testing and Curriculum Unit of the National Languages Institute of Australia for assistance with testing and curriculum aspects of data collection. (By September 1990)

Through its publications, the Department of Education should regularly present items of interest which have been accessed through the Data Base.

Recommendation 25:

The Ministerial Advisory Council on Languages and Cultures and the Implementation Working Party should continually review the timelines and implementation procedures in the light of progress in the development and implementation of the policy as a whole in order to ensure that high quality programs are attained and maintained.

Recommendation 26:
By January 1996, all schools should be offering at least one language in Years 6 to 8 using a Cluster model to ensure sequential programs through Years 6 to 8 using either teleconferencing or direct teaching by specialist language teachers. By January 1996, the study of a LOTE should be compulsory in Years 6 to 8 in all schools.

Recommendation 27:
By January 1996, all Secondary Schools should be offering at least one language other than English through all years to Year 12. All Secondary Schools with enrolments above 600 should be offering at least two languages. There should be no restriction on the number of languages that a student may choose to learn either through direct teaching or through one of the other modes suggested subsequently. By January 2001, at least 25% of all Year 12 students should be studying a language in high quality programs with at least a doubling of this figure in the following decade (2001-2010).

Recommendation 28:
The Queensland Department of Education, seeking the co-operation of the NLIA, should review and research second language learning in the early school years (i.e. Pre-School to Year 5) with a view to

- investigating the effects of commencing the study of another language (including Reading and Writing) during these years, and
- establishing clear guidelines for the development of effective curricula and for the successful implementation of language programs.

Recommendation 29:
The practice established in some Secondary Schools of offering a series of one-semester or one-term language courses (generally in Year 8) should be discontinued and replaced by long-term systematic programs in one or more languages.

Recommendation 30:
There should be a controlled evaluation of the word-processing package "Jiejing" developed by Dr Eric Chappell of Griffith University.

Recommendation 31:
Target languages in Queensland should be selected in accordance with the priorities and related considerations outlined in Sections V.1 and V.2 and in accordance with the procedures described in V.5 and V.6.

Recommendation 32:
The Languages and Cultures Unit either using the resources of the Queensland Education Department or by contracting the Testing and Curriculum Unit of the National Languages Institute of Australia at Griffith University should survey the teaching materials available for all the target languages and assess their suitability for the different modes of learning identified in Section V. It should then devise a plan for the initial period to January 1996 and for the period to December 2000 for the development of necessary materials (including curriculum and teaching materials).

Recommendation 33:
The Education Department should liaise with other State, Territory and Federal governments or specifically with AACLAME with a view to further collaborative national efforts in the development of teaching materials (including curriculum and other materials) for use in class teaching, self-access and distance education modes.

Recommendation 34
Chinese and Indonesian/Malaysian should be strengthened by:

- *Consolidating and strengthening the situations in the few schools where they already have been established;*
- *Establishing from January 1991, under carefully monitored circumstances, in at least one Secondary School and its feeder Primary Schools in each Region, programs in Chinese and Indonesian/Malaysian.*

Thereafter these languages should continue to expand at least at the rate of five new schools each year throughout the 1990's but subject to continual review by LACU and MACOLC.

Recommendation 35:
Negotiations at a Government to Government level should be conducted with a view to obtaining assistance in establishing Spanish as one of Queensland's priority languages. (By October 1990)

Recommendation 36:
Pathways for intending teachers of Spanish should be established. One item at the recommended Education Department/Tertiary Institutions meeting should involve discussions leading to firm proposals for at least one University to develop courses in Spanish and to train teachers of Spanish.

Recommendation 37:
At least one Queensland University should establish courses in Spanish enabling students to train as teachers of that language. (By January 1992)

Recommendation 38:
The Queensland LOTE Centre or a University should be contracted to provide a series of intensive courses in Spanish for groups of fifteen carefully selected teachers. The Education Department should explore the possibility of assistance from the Spanish Government in staffing these courses.

Recommendation 39:
If satisfactory facilities for training teachers of Spanish cannot be provided in Queensland, up to fifteen carefully selected potential teachers should be seconded to an appropriate institution in another state and, on their return, be given appropriate training in language teaching methodology.

Recommendation 40:
The school curriculum should include accurate cultural/historical programs;

Recommendation 41:
Schools should implement effective language development programs for "linguistically different" indigenous children;

Recommendation 42:
Bilingual programs should be devised and implemented where required in early childhood.

Recommendation 43:
Decisions about language selection in indigenous communities should be arrived at after all appropriate communities have been consulted and provided with accurate information.

Recommendation 44:
Flexibility should be displayed by Regional and District personnel with regard to the introduction of indigenous language and culture programs. Schools should display a willingness to follow guidelines drawn up according to generally accepted principles from the fields of applied linguistics, language teaching and social education.

Recommendation 45:
All Queensland children as part of their general education should become aware of the nature and complexity of both traditional and present day indigenous society. Studying aspects of a language should be part of such an initiative. The programs already in place, therefore, should be reviewed and further assisted.

Recommendation 46:
Units on indigenous languages and cultures should be essential components in all pre-service diploma and degree programs.

Recommendation 47:
The Queensland Ministry of Education should include Australian Sign Language as a language to be fostered within the proposed Queensland policy on languages and cultures. It should be recognized by the Ministry of Education as a language in its own right and accepted as a target language to be taught in Queensland Schools (see also Recommendation 31) and the Table of Target Languages in Section V.2).

Recommendation 48:
The proposed research study into multicultural policy by the Division of Special Services should also address concerns arising from inadequate approval procedures and from inadequate follow-up of many cultural awareness programs and consider the extent to which the programs result in systematic understanding of one or more cultures and in enhanced cross-cultural attitudes.

Recommendation 49:
The introduction and development of programs should be part of a carefully controlled process and should follow the procedures outlined in Section V.5.

Recommendation 50:
The Benowa State High School French Immersion Program should be further resourced and strongly supported. The three teachers mainly involved should be declared additional to scale to allow them more time to plan, co-ordinate, and to prepare resources.

The program should be closely monitored by the Queensland Education Department with assistance from the Department of French at Queensland University and the NLIA Testing and Curriculum Unit at Griffith University.

Recommendation 51
The Berseker Street State School German Immersion Program should be further resourced and strongly supported and a comparable monitoring program to that proposed for Benowa should be instituted.

Recommendation 52:
The model presently operating at Woree State School should be strongly supported and monitored. This and the other partially funded Italian programs throughout the state should be subjected to evaluation by appropriate specialists in applied linguistics.

Recommendation 53:
The model operating at Raceview State School should be reviewed and re-structured in the light of the findings from the review. It should be strongly supported and monitored so that it can develop into a model for Spanish programs in other schools.

Recommendation 54:
Serious consideration should be given to introducing Spanish into a nearby State High School to provide opportunities for Raceview students to continue their studies at secondary level and also to provide a secondary base from which to develop resources and strategies for Spanish at the high school level.

Recommendation 55:
A French immersion course and a German immersion course, along the lines of the Benowa State High School model, should be established in Brisbane North and in either Brisbane South or West Moreton. Out of the two languages (French and German) one should be established in the Brisbane area north of the river and the other language in the area south of the river.

Recommendation 56:
Other immersion programs should be trialled with Italian commencing in 1992 and with Japanese as soon as suitably proficient teachers are available. Gradually each of the seven Group One languages should be represented in at least one high school immersion course (by January 2001 with the first new programs being commenced in January 1991).

Recommendation 57:
In Primary Schools, immersion programs should be trialled initially in roughly the ratio of one per Region (by January 2001, with the first new programs being introduced if possible by January 1992, but not later than January 1993).

Recommendation 58:
In all situations, programs should go through the process of consultation, approval, and strict monitoring and evaluation comparable to that in Recommendation 50.

Recommendations 59:
Darra and other schools in the area should receive immediate assistance with regard to the consolidation and development of bilingual Vietnamese/English programs.

Recommendation 60:
Planning for emergency situations should be placed on the agenda for the first meeting of the Ministerial Advisory Council in Languages and Cultures.

Recommendation 61:
Monitoring and assistance should be maintained routinely and actively once a project has been approved and established. Appropriate input should be made by applied linguists with expertise in relevant areas including methodology, syllabus design, testing and evaluation. The school should willingly accept that an approved project will be closely monitored. Incoming Principals should accept the broad strand of the guidelines concerned with continuity and stability of programs.

Recommendation 62:
Approval should be given for Central and Peninsula Regions and for South-East Queensland to be designated "target" areas

Recommendation 63:
A series of meetings should be commenced within each targeted area to refine strategies and to start the planning process leading the Regions towards establishing:

(a) each of the models described in Section V.5

(b) a Regional Language Centre, Self-Access Centres and Schools of Excellence

(c) in-service programs as outlined in our recommendations

(d) linking technology to the provision of educational facilities in the languages and cultures field

(e) determining which languages should be taught in which areas

(f) ensuring that each recommended language is given an opportunity to develop.

Recommendation 64:
Models 1 and 2 should be the usual approaches by which languages are offered to children in Years 6,7 and 8, with Model 1 being the preferred Model for most schools and Model 2 for most children in isolated areas.

Recommendation 65:
The LACU should ensure that the possibilities for language learning described in Section V.6 be implemented.
(January 1991 to December 1995)

Recommendation 66:
Special courses (outside the usual school programs), of varying lengths and for a variety of purposes, should be introduced, developed and evaluated and student attainment recognized on regular school certificates (preferably in proficiency terms). The LACU should take steps to ensure that assessment procedures are established to enable students learning a language beyond the school system to have their proficiency assessed and recognized on their school certificates.

Recommendation 67:
The implementation of a comprehensive program of special courses should be the designated responsibility of the State Co-ordinator for Languages and Cultures.

Recommendation 68:
Organizers, teachers and instructors presenting special courses (except for teachers-in-training) should be appropriately qualified and remunerated.

Recommendation 69:
No student should be prevented from attending a course because of poor financial circumstances.

Recommendation 70:
Criteria for classroom conditions, language rooms, equipment and general facilities for language teaching should be formulated by the Languages and Cultures Unit. (By December 1990)

Recommendation 71:
All teachers should receive as part of their basic pre-service training a one-semester unit in cross-cultural teaching to include a basic introduction to second language teaching and how to teach children of non-English speaking backgrounds.

Recommendation 72:
All Primary and Secondary School teachers-in-training who wish to specialize in language teaching should be required to take the equivalent of at least two semester units in second language teaching methodology (including classroom techniques, syllabus design and program writing, and assessment procedures) and to be trained to teach throughout the Pre-School, Primary and Secondary School age range.

Recommendation 73:
All language teachers should be strongly encouraged to take a specialist graduate diploma or higher degree in the area of applied linguistics (including second language teaching) and a specialist graduate diploma should be regarded as the minimum qualification for promotion beyond the class teacher level from January 1995. During the interim period an alternative to a graduate diploma may be successful completion of substantial in-service courses run or approved by LACU.

Recommendation 74:
The minimum language proficiency level for teachers of languages that use ideographic scripts should be S:3, L:3, W:2, R:2; and for teachers of other languages S:3, L:3, W:3, R:3.

Recommendation 75:
LACU should initiate a project to investigate the usefulness of word-processing packages for use with ideographic scripts in promoting the development of high levels of proficiency in Reading and Writing by teachers.

Recommendation 76:
The Languages and Cultures Unit of the Queensland Education Department possibly with assistance from the NLIA Testing and Curriculum Unit at Griffith University should initiate a survey to estimate the level of proficiency of language teachers in Queensland schools and develop a plan to raise the level of proficiency of all language teachers to those indicated by the year 2000 and, if possible, to within one ASLPR step of those levels by 1995. (August 1990 - December 1990).

Recommendation 77:
The Minister for Education should request the Federal Government to amend the taxation provisions to encourage language teachers to improve their language proficiency by travelling to and living in the country of origin of their languages.

Recommendation 78:
The LACU should negotiate with the Board of Teacher Registration and with the Universities to give effect to the relevant Recommendations of Section VI.1 and VI.2. It should also negotiate with the Queensland Teachers Union in order to utilize productivity provisions in the teachers' award to provide incentives to language teachers to obtain the minimum qualifications recommended here, and to amend its own promotional criteria to the same end.

Recommendation 79:
By January 1991, the Department of Education should introduce a language teacher category into its teacher classification system. Persons in this category should have attained the minimum proficiency levels indicated in Recommendation 74 and have taken at least two semester units in methodology.

After January 1996, the Board of Teacher Registration should not list LOTE subjects on a teacher's certificate unless the proficiency levels in Recommendation 74 have been reached.

Recommendation 80:
After January 1996, Secondary teachers of English should be expected to have majored in English during their Tertiary courses or to have done equivalent study of English subsequently. This should include at least one semester unit in linguistic theory and, in addition, at least two semester units in the methodology of English teaching.

Recommendation 81:
Some positions in the proposed advanced skills teacher band should be reserved for language teachers.

Recommendation 82:
There should be additional promotional positions for language teachers at the levels of Cluster Co-ordinator, District Co-ordinator, Regional Co-ordinator, Senior Education Officer and State Co-ordinator (all designated for Languages and Cultures) as outlined in Recommendation 13 and 15.

Recommendation 83:
The position of Regional Languages and Cultures Co-ordinator should equate to at least a Deputy Principal level.

Recommendation 84:
The position of State Languages and Cultures Co-ordinator should equate to at least the level I.16 (See also Recommendation 13).

Recommendation 85:
Persons already successfully holding any of the promotional positions at the time this report is implemented should be confirmed in them irrespective of the actual promotional path they followed.

Recommendation 86:
During the period 1990-1996 formalised and controlled procedures should be adopted to recruit, train and supervise language teaching assistants as outlined below.

Recommendation 87:
The Queensland Department of Education should immediately begin negotiations with Queensland Universities on the content of training programs for language teaching assistants and the credits to be provided towards subsequent degree programs.

Recommendation 88:
Conversion courses of one semester or one year should be established to train teachers in other areas to teach Japanese, Chinese, Indonesian/Malaysian and Spanish and progressively the other languages in the table in Section V.2.

Recommendation 89:
Negotiations should be undertaken between the Department of Education and the Board of Teacher Registration to establish appropriate recruitment procedures and with the Board and Queensland Universities to establish suitable training programs for

. teachers with recognized qualifications

. teachers without recognized qualifications.

(July-September, 1990)

Recommendation 90:
Training courses of one semester for overseas trained teachers should be organized to begin in January 1991. Courses should continue each semester for four years. Fifteen teachers with a balance across the seven target languages should participate in each course.

Carefully controlled selection and follow-up procedures are essential if this scheme is to be successful.

Recommendation 91:
To attract good quality people from other professions into language teaching, consideration should be given to allowing them, after training, to enter the teaching force at a higher point on the salary scale than people without such professional training and experience. Discussions should begin with the appropriate bodies from July 1990.

Recommendation 92:
Each Region of the Department of Education should provide data to the Central Office on the implications for staffing if existing LOTE teachers taught only languages (and not other timetabled subjects as well).
(By the end of July 1990)

Recommendation 93:
The present provision of fifteen scholarships (worth $8000 per annum) at the University of Queensland for final year students proceeding to a Diploma of Education in Japanese should be expanded in 1991 at the discretion of LACU but with not less than twenty new scholarships.
(Decision to be made by December 1990)

Recommendation 94:
The Languages and Cultures Unit should initiate a detailed analysis of the staffing implications of this policy. The Unit should also formulate a precise and detailed set of specifications for the different teacher supply elements (e.g. the number of student teachers to be recruited in Spanish in 1991, etc.).

V.II.2 Timelines

June - December 1990

Actions to be initiated

Announcement of State Policy by Minister for Education.

Establishment of organizational structures:

- Senior Department official (level of Chief Inspector or above) to be responsible for all matters relating to languages and cultures
- Ministerial Advisory Council on Languages and Cultures (MACOLC)
- Languages and Cultures Unit (LACU)
- Language and Education Policy Implementation Working Party
- Links with tertiary institutions
- Queensland Minister for Education to alert Federal counterpart to need for improved national infrastructure
- Each Education Department Region to develop administrative frameworks and procedures in support of the State Policy.

Nomination of SE Queensland, Central and Peninsula Regions as areas for particular support.

Establishment of research projects and links with research bodies:

- Link with Professor Roland Sussex and the Data Base of the National Languages Institute of Australia (NLIA) located at University of Queensland
- Link with the Testing and Curriculum Unit of the NLIA at Griffith University
- Review and research second language learning in the early school years (assisted by NLIA)
- Collaborative projects in curriculum development with AACLAME and other Federal and States bodies
- Controlled evaluation of word-processing packages designed to assist the development of reading and writing skills in languages with ideographic scripts
- Survey existing resources in the priority languages; assess their suitability for use through a variety of modes (e.g., direct teaching, teleconferencing, self-access); devise a plan for the development of necessary materials

Commencement of inititatives to strengthen the position of Chinese, Indonesian/Malaysian, Spanish.

Introduction of fresh initiatives in the area of education for and about Aboriginal and Torres Strait Islander people.

Official recognition of Australian Sign Language as a language in its own right.

Commencement of routine media releases about languages and cultures.

Establishment of communication networks about languages and cultures between the Education Department, the Regions, schools and communities.

Further support for Benowa State High School French Immersion Program, Berseker Street State School German Immersion Program, Woree State School Italian Program, Spanish programs at Raceview State School, bilingual Vietnamese/English programs at Darra State School and other schools in the Darra area.

Formulation of criteria by LACU for classroom conditions, language rooms, equipment and general facilities for language teaching.

Survey by LACU with assistance from the NLIA Testing and Curriculum Unit at Griffith University to estimate level of proficiency of language teachers and to develop a plan to raise their proficiency.

Introduction of language teacher category into teacher classification system.

Announcement of additional promotional positions for language teachers: Advanced Skills Teacher; Cluster Co-ordinator; District Co-ordinator; Regional Co-ordinator; Senior Education officer; State Co-ordinator.

Start of negotiations between the Department of Education through LACU and the Board of Teacher Registration to establish appropriate recruitment procedures and with the Board and Queensland Universities to establish suitable training programs for

- teachers with recognized qualifications
- teachers without recognized qualifications

Preliminary organization of one-semester training courses for overseas trained teachers.

Start of discussions with appropriate bodies to attract and convert good quality people from other professions into teaching.

Start of negotiations with Queensland Universities on the content of training programs for language teaching assistants and the credits to be provided for subsequent degree programs.

Preliminary planning for conversion courses to train teachers of other areas to teach Japanese, Chinese, Indonesian/Malaysian, Spanish and progressively the other languages in Section V.2.

Commencement of a detailed analysis initiated by LACU of the staffing implications of the State Languages and Cultures Policy.

January 1991 - January 1996

Study of a language other than English (LOTE) to be compulsory in Years 6-8 in all schools.

All schools to offer at least one language in Years 6-8 either by direct teaching or by teleconferencing.

All Secondary Schools to offer at least one LOTE through all years to Year 12. All secondary schools with enrolments above 600 to be offering at least two languages.

Programs in place for all Queensland children to assist them become aware of the nature and complexity of both traditional and present day indigenous society.

Units on indigenous languages and cultures in place as essential components in all preservice diploma and degree programs.

Additional immersion programs established in French and German in South East Queensland (1991); in Italian commencing in 1992; in Japanese as soon as suitably proficient teachers are available.

Establishment in each Education Department Region of a Regional Language Centre, Self-Access Centres and Schools of Excellence.

Introduction of special courses (outside the usual school programs) of varying lengths and for a variety of purposes (for example, full-time courses of 10 weeks or 20 weeks for Year 12 leavers).

Establishment of two-year courses in Years 11/12.

Establishment of procedures to enable students learning a language beyond the school system to have their proficiency assessed and recognized on their school certificates.

Introduction as an essential part of all teachers' basic pre-service training of a one-semester unit in cross-cultural teaching including a basic introduction to second language teaching and how to teach children of non-English speaking backgrounds.

Requirement for all potential specialist language teachers to take at least two semester units in second language teaching methodology and to be trained to teach throughout the Pre-School, Primary and Secondary School age range.

Pilot programs underway in languages to children from Pre-School to Year 5.

Chinese, French, German, Indonesian/Malaysian, Italian, Japanese, Spanish in place in all Regions.

Greek, Russian, Vietnamese, Australian Sign Language in place in a small number of schools. The Implementation Group will ensure these languages are offered in a balanced way across all Regions.

Aboriginal and Torres Strait Islander Languages and Kriol in preparation and introduced gradually and carefully in bilingual programs and for maintenance purposes. Gradual development and introduction of one of these languages as part of Aboriginal and Torres Strait Islander Studies programs.

January 1996 to January 2001

At least 25% of all Year 12 students studying a language in high quality programs.

Comprehensive cultural awareness programs in place in all schools.

At least one immersion program per region operating effectively.

Most languages available through schools, language centres, distance education or self-access.

Specialist graduate diploma in the area of applied linguistics (including second language teaching) to be regarded as the minimum qualification for promotion beyond class teachers (from January 1996).

Minimum language proficiency for teachers of languages that use ideographic scripts to be S:3, L:3, W:2, R:2 and for teachers of other languages S:3, L:3, W:3, R:3. After January 1996 the Board of Teacher Registration should not list LOTE subjects on a teacher's certificate if these levels have not been reached.

After January 1996 Secondary teachers of English will be expected to have majored in English during Tertiary courses or to have done equivalent study of English subsequently. This should include at least one semester unit in linguistic theory and in addition at least two semester units in the methodology of English teaching.

Arabic, Korean, Portuguese, Thai to be available largely through distance education and self-access. They will also be taught in a very small number of schools where conditions are favourable (e.g., where national curriculum materials are available or the language is taught in a nearby tertiary institution).

VII.3 Roles and Responsibilities

Descriptions of roles and reponsibilities are essential features of any implementation policy. For the State Languages and Cultures Policy to be made effective, therefore, we have proposed a number of task specifications.

Queensland Minister for Education

The Minister has overall responsibility for all matters relating to languages and culturs. He should also liaise with his Federal counterpart. He should initiate meetings and participate in meetings with groups of people such as University Vice-Chancellors, school administrators, executive members of professional associations, representatives of community, industrial and commercial associations. He should publicise the State Policy on Languages and Cultures on all appropriate occasions.

Ministerial Advisory Council on Languages and Cultures (or similar body)

This should be an over-arching body designed to help prevent the fragmentation of the languages and cultures field into numerous and sometimes competing divisions, branches and sections. Ideally, the Minister would use such a body to provide a forum which would enable appropriate areas of the community to have an in-put into the policy-making arena and which woudl be sensitive to the wide range of factors affecting language and cultures. Members of the Council would include nominees from employer groups, professional associations, tertiary institutions, the Queensland Education Department, and other Government and non-Government organizations.

Senior Education Department Official

A senior official at the level of Chief Inspector or above should have responsibility (along with his/her other duties) for languages and cultures. All areas of the Department involved with languages and cultures should be directly linked to this person. He/she should be Chairperson of the Ministerial Advisory Council or similar body.

Languages and Cultures Unit (LACU)

This should be established within the State Department of Education and administered by the Division of Schools. All LOTE consultants (outside the Regions) and all advisory teachers will be part of the unit.

The head of the unit should be the State Languages and Cultures Co-ordinator who would have the status of at least Supervisor of Studies/District Inspector. He/she would generate co-operative effort, initiate policies, help ensure effective implementation of policies.

He/she should have a staff consisting of two Senior Education Officers (between levels 1.10 and 1.12), two Education Officers (Special Duties), three clerical/administrative assistance.

Each Senior Education Officer should work with one of the Education Officers, thus forming two teams, one focussing on policy and its

Each Senior Education Officer should work with one of the Education Officers, thus forming two teams, one focussing on policy and its implementation with regard to teaching and teachers, and the other focussing on policy and its implementation with regard to programs.

Language Education Policy Implementation Working Party

The Working Party will be responsible for ensuring that the policy is effectively implemented. It will consist of the Chairperson of MACOLC, State Languages and Cultures Co-ordinator, representatives from the Regions, a Curriculum Development Specialist from the State Education Department, three representatives of the language teaching profession nominated by MLTAQ, ETAQ, QATESOL respectively.

The Regions

Each Education Department Region should develop appropriate administrative frameworks and procedures in support of the State Policy.

Each Region should:

- Designate a teacher to co-ordinate each Cluster (i.e. a group of schools including a High School and its feeder Primary Schools). The Cluster Co-ordinator may be a LOTE Subject Master or other suitably qualified teacher in a Primary or Secondary School. A time allowance should be given to allow this person to carry out co-ordination of duties;
- Appoint a District Languages and Cultures Co-ordinator to each Education District to co-ordinate languages and cultures policy implementation, programs, Primary-Secondary interface and continuity, teacher in-service and all other matters affecting languages and cultures at the District level. He/she should be appointed at the top of the Subject Master range and should retain some teaching or other duties in a school;
- Appoint a Regional Languages and Cultures Co-ordinator to oversight Regional Policy development and implementation in accordance with State Policy. This person should be appointed full-time and at a level equivalent to the top of the Deputy Principal range.

The Schools

School administrators (Principals, Deputy Principals and Senior Mistresses or equivalent positions) should understand the aims of the State Policy on languages and cultures and should communicate those aims on appropriate occasions to staff, students, parents and the general community.

They should be prepared to follow State and Regional guidelines with regard to the introduction and implementation of programs. In-coming administrators should continue to actively support existing approved programs.

School staff should understand the aims of the State Policy. They should also have a responsibility to understand the background of their students and through in-service, to increase their expertise in teaching aspects of language and culture.

Classroom assistants in the languages and cultures area should work under the direction and supervision of a teacher. They should be bound to the professional ethics and traditions of the teaching profession.

Tertiary Institutions

Tertiary institutions should work closely with the State Department of Education to help ensure that teachers develop the abilities necessary to enable the State Policy to be implemented.

Section VII.4

RATIONAL FRAMEWORKS

Throughout this report reference is made to the Ministerial Advisory Council (MACOL) on Languages and Cultures. The authors understand, however, that at the time this report is being prepared a major review of the internal structure of the Department is nearing completion and that the proposed Languages and Cultures Unit (LACU) will be given the status, responsibility and resources to enable it to determine languages and cultures policy across the Department and to take account of industry needs. If so, the Languages and Cultures Unit may, subject to conditions outlined in the report, take on the role proposed for MACOL. In this case, LACU should be read for MACOL whenever it occurs.

SECTION I.2 RECOMMENDATION 1

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Recognition of Australian English as principal language for all official purposes	See Needs	1. The State should recognize that: - Australian English is the national language of Australia and principal language for official purposes		Publication of official language policy embracing the recommendations in this document	What is at present assumed should become formal Australian and thus Queensland policy.
Recognition of rights of all Queensland residents regarding Australian English		- All Queensland residents have right to learn Australian English to level of proficiency to meet their needs and interests			
		- All languages and cultures are inherently valuable and should be integral part of curriculum for all children	Adherence to implementation proposals outlined in later sections of document	Respect shown for other people, their language and culture	Monolingual attitudes still very apparent in Australia
Maintenance and development of language skills existing in Queensland and development of skills where deficiencies occur	See Needs	- Language skills are a valuable resource of major significance to economic and social development	As above	Adequate supply of Queenslanders with sufficient linguistic skills to conduct business and social exchange with people of other cultures in the language of those cultures	These are necessary skills for success in business, diplomatic and social spheres. In general Queenslanders are sadly lacking in such skills in comparison with many trading partners.
Maintenance of valuable language skills in a multilingual community		- All persons have the right to maintain and transmit own language/s to their children	As above	Significant increase in numbers of bilingual and multilingual members of the community	These valuable language skills should be fostered for improved family, social, political and trade relationships.
Recognition of basic rights of all Queenslanders	See Needs	- All Queenslanders have same inalienable civil, political and judicial rights and same right to equality of service and opportunity.			

SECTION I.2 RECOMMENDATION 2

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Clearly defined language education policy developing out of a general language policy	Rational and comprehensive language policy and language education policy	A comprehensive language policy and a comprehensive language education policy are essential components of education policy.	2.The Ministerial Advisory Council on Languages and Cultures should elaborate the policy outlined in this document comprehensive and detailed policy covering all areas of language education. In doing so, it should also consider general language policy as the basis for further development of language education policy.	Publication of a comprehensive language policy and language education policy developed from this report	- There is a serious need to clearly outline both language policy and its implementation - The community, and the education system personnel involved in language teaching lack a sense of direction because of the present lack of an articulated and comprehensive policy. - See Section I.2

SECTION I.2 RECOMMENDATION 3

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
To take account of language and culture issues in all projects undertaken in Queensland.	To identify and respond to language and culture needs inherent in Queensland development projects. To continually adjust policy in accord with changing requirements in the community and industry.	Implications for language, language education and cultural education should be considered in all development projects in Queensland.	3. In order that all projects in Queensland (e.g., committees of of enquiry etc.) give consideration to relevant language and language education needs, Appoint advisors to ensure projects meet requirements of language education policy - all projects should include a suitable advisor on language and language education needs and policy OR - An appropriate reference for consideration should be made to the Ministerial Advisory Council on Languages and Cultures in sufficient time for the direction of project or its report to be appropriately influenced.	Appointment of appropriate advisors Language and culture education system in tone with real societal needs	In the past, language issues in projects have been ignored. It is essential that the language and language education needs be identified whenever projects are initiated.

SECTION IV.2 RECOMMENDATION 4

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Need for appreciation of complexity of languages and cultures situation in Queensland - Improved national infrastructure to facilitate formulation and implementation of policies	See Needs	A comprehensive and coherent national infrastructure is required to facilitate the formulation and implementation of language and language education policies in Australia.	4. The Queensland Minister for Education should alert his Federal counterpart to the complexity of the languages and cultures situation and to the need for an improved national infrastructure to facilitate the formulation and implementation of policies. (By July 1990)	Improved national infrastructure to facilitate the formulation and implementation of policies in Queensland and in Australia generally.	Australia and Queensland situations regarding languages and cultures are extremely complex. At present there are severe constraints on policy development and implementation, evaluation and accountability because responsibility lies with different Departments and branches

SECTION IV.2 RECOMMENDATIONS 5 - 6 - 7

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
To overcome lack of coherence and co-ordination at Federal level - To strengthen supervisory role of AACLAME	Strengthened role of AACLAME	5. AACLAME should - be given a strong and permanent supervisory, co-ordination and approval role in matters affecting language and language education at Federal level 6. All matters involving languages (projects, policy, decisions, etc.) to be referred to AACLAME for consideration, advice and approval 7. The National Languages Institute of Australia (NLIA) to be seen as research and development arm of AACLAME - Various Departments involved with language and language education programs should be seen as the implementation arms.	6. All matters involving languages (projects, policy, decisions, etc.) to be referred to AACLAME for consideration, advice and approval 7. The National Languages Institute of Australia (NLIA) to be seen as research and development arm of AACLAME The various Departments involved with language and language education programs should be seen as the implementation arms. - State Minister of Education to make appropriate recommendations to Federal counterpart - necessary instructions to be issued to Federal government departments and agencies	Investment of recommended powers with AACLAME Continual reference to AACLAME of these matters AACLAME given permanent status	- Funding for AACLAME not certain beyond 1990. - There is a lack of co-ordination at the Federal level. - At State and Territory levels there seems to be no on-going body to oversight the implementation, evaluation and amendment of State or Territory language or language education policy. - The danger in such arrangements is that the broad range of interest groups in society will not be represented in policy-making.

SECTION IV.2 RECOMMENDATIONS 8 - 9 - 10

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
To make the membership of AACLAME more representative of key interest areas	More extensive role for AACLAME Increased responsiveness to needs.	AACLAME should be more representative of the language teaching profession and the States and Territories.	8. Present membership of AACLAME to be extended to include nominee of language teaching profession as represented by the AFMLTA and ACTA and a representative of each of the States and Territories. These representatives are to provide feedback to State Education Department and relevant non-State bodies. 9. Annual review seminars to be held involving representatives of State and non-State education systems, and national professional and "ethnic" organizations 10. The Queensland Minister for Education to take these matters up with his Federal counterpart and his other State and Territory colleagues	Increased membership of AACLAME to include representatives of AFMLTA, ACTA and each of the States and Territories Review seminars with representatives from State education systems, and national, professional and "ethnic" organizations	Expert advice to be made available to AACLAME from the language teaching profession Advice grounded in educational experience and insights into needs to be made available from language teachers and educational administrators Enhanced feedback given to State and professional organisations Implementation of Recommendations 5, 6, 7, 8 and 9 facilitated.

SECTION IV.2 RECOMMENDATION 11

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
An infrastructure which enables policies to be satisfactorily formulated and effectively implemented	An organisational framework that is responsive to all areas of need and strongly co-ordinates policy development and implementation across the education system	The appropriate areas of the community and of the education system should have input into policy-making and that those charged with the responsibility of making language education policy should be sensitive to the wide range of factors that affect language and language education policy	11. A Ministerial Advisory Council on Languages and Cultures (MACOLC) be established. Members of Council to be appointed by the Minister and to include nominees from employer groups, professional associations, tertiary institutions Queensland Education Department, and other Government and non-Government organisations involved with languages and cultures (By August 1990)	Appointment of a Ministerial Advisory Council	- There is no clear picture of the total situation with regard to languages and cultures in Queensland. - Lack of co-ordination and conflict of interests have led to piecemeal development. - Responsibility for implementation is unclear, which contributes to failure of potentially sound policies and innovations to make effective and continuing impact in the classroom. - It is desirable for all appropriate areas of the professional and wider community to be involved in decision-making processes

SECTION IV.2 RECOMMENDATION 12

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
As for Recommendation 11	As for Recommendation 11	A senior Education Department officer should be responsible for languages and cultural education.	12. A senior Education Department officer (at level of Chief Inspector or above) to be made responsible for languages and cultures - The designated person to be knowledgeable about those areas and committed to the need for a major and continuing impetus to ensure objectives are realised - All areas of the Department involved with languages and cultures to be directly linked to this person - This person to be Chairperson of Ministerial Advisory Council on Language and Cultures (By August 1990)	Appointment of such an officer	As for Recommendation 11 The Departmental officer responsible for languages and cultures needs to be sufficiently senior to co-ordinate across the Department, to override sectional interest, and to communicate directly with the Minister.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
As for Recommendation 11	As for Recommendation 11	A unit with overall responsibility for languages and cultures and called the Languages and Cultures Unit (LACU) should be created within the Education Department.	13. A Unit solely responsible for languages and cultures to be established within the Education Department - This unit to be called the Languages and Cultures Unit (LACU) - This unit to be administered by the Division of Schools - It should serve as Secretariat for the Ministerial Advisory Council on Languages and Cultures and assume its functions if MACOLC is not established. - All LOTE consultants (outside the Regions) and language advisory teachers to be part of this unit - LACU to be led by a person (called State Languages and Cultures Co-ordinator who would carry status of at least Supervisor of Studies/District Inspector and be appointed at I.16 level	Appointment of Languages and Cultures Unit Coordinated policy development, effective implementation and attainment of targets in this report	As for Recommendation 11 Need for coordination of language policy development and implementation and to minimize fragmentation and conflict between sectional interests.

SECTION IV.2 RECOMMENDATION 13 Continued

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
			The Co-ordinator should have the following qualities: - good academic and practical record in the languages and cultures area - ability to generate co-operative effort - ability to initiate policies - ability to ensure effective implementation of policies (By August 1990)	Appointment of suitably qualified State Co-ordinator	
			- In addition to LOTE consultants and advisory teachers, LACU initially to have the following staff: - State Co-ordinator for Languages and Cultures - Two Senior Education Officers (between levels I.10 and I.12) - Two Education Officer (Special Duties) - Three clerical/administrative assistants - Each SEO should work with one of the Education Officers (Special Duties), thus forming two teams, one focussing on policy and its implementation in relation to teaching and teachers, and the other focussing on policy and its implementation with regard to programs.	Appointment of suitable LACU staff	

SECTION IV.2 RECOMMENDATION 14

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
As for Recommendation 11	As for Recommendation 11	A Language Education Policy Impementation Working Party should be established to oversight the Statewide implementation of the policy.	14. LACU to convene a Language Education Policy Implementation Working Party charged with ensuring that this policy is effectively implemented - Working Party shoud consist of: - Chairperson of Ministerial Advisory Committee on Languages and Cultures - State Languages and Cultures Co-ordinator - Representatives from the Regions - Three representatives of the language teaching profession, nominated by MLTAQ, ETAQ, and QATESOL. (By September 1990)	Establishment of the proposed Working Party Effective implementation of this policy Attainment of targets and target dates	As for Recommenations 11 - 13

SECTION IV.2 RECOMMENDATION 15

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
- Improved organizational frameworks and procedures at the Regional level as integral parts of an overall improved state infrastructure - Regional organizational frameworks and procedures which satisfy specific regional needs and also facilitate the implementation of overall Education Department policies	Development and eventual establishment by January 1991 of satisfactory organizational frameworks and procedures in all Regions which reflect and respond to the special circumstances of each Region and which also support the state policy on languages and cultures	15. Each Education Department Region should appropriate administrative frameworks and procedures in support of the State Policy on Languages and Cultures.	Regions in co-operation with LACU and State and national policies should establish procedures to follow in order to identify languages to be introduced, objectives, content and methodology to be followed and strategies for maintaining quality teaching and learning, and appropriate assessment and evaluation (1991-92).	Establishment of effective administrative frameworks and procedures in each Region	Regional framework necessary to facilitate the implementation of state policy and also to meet specific Regional needs
			Each Department Region to develop appropriate administrative frameworks and procedures in support of the State Policy on Languages and Cultures.	Effective and coordinated implementation of this policy in each Region	
			- Each Region should: - Designate a teacher to co-ordinate each Cluster - Cluster co-ordinator may be LOTE Subject Masters or suitably qualified Primary/ Secondary school teachers (1991-92) - Cluster co-ordinators to be given time allowance to carry out co-ordination duties - Appointment of Cluster, District, Regional and State Co-ordinators	Higher retention retention rates for language teachers	Though Cluster and District Co-ordinators will retain teaching and other duties, they need time to carry on their co-ordination tasks

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
			- District Co-ordinators should be appointed at top of Subject Master range and be given time allowance to carry out duties - Appoint Regional Languages and Cultures Co-ordinators to oversight Regional policy development and implementation. (By December 1991) - Appoint State Languages and Cultures Co-ordinator (in 1990) Initial target regions for implementation of this policy should commence making these appointments by January 1991.		Creation of these positions provides a long-needed career structure for language teachers while retaining them in their profession.

SECTION IV.2 RECOMMENDATIONS 16 - 17 (See Also Recommendations 61 - 62 - 63)

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
See Recommendation 15 To have viable models of effective implementation of this policy	See Recommendation 15 Successful pilot programs to serve as models of effective implementation	Regions should develop administrative frameworks and procedures that allow the effective implementation of this policy and have available successful models on which to draw (e.g. for Peninsular and Central Regions).	16. Peninsula and Central Regions to consolidate and further develop their administrative frameworks and procedures for languages and culture - There should be regular reporting on developments in both Regions to the rest of the State.		Peninsular and Central Regions with success in language initiatives could serve as 'models' for later similar projects.
			17. While other Regions might develop along lines appropriate to their individual circumstances, they should also take account of the experience of Central and Peninsular Regions.	Effective and successful Regional administrative frameworks benefiting, where appropriate, from experience in Peninsular and Central Regions	Regions still to develop programs could benefit from other Regions' experience but still develop according to own circumstances.

SECTION IV.2 RECOMMENDATION 18 (See Also Recommendation 19)

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
- Satisfactory communication network between tertiary institutions and the Department of Education	To improve quality of education for teachers-in-training to enable teachers to reach and maintain the minimum levels of professional competence and language proficiency outlined in this report	Universities should be seen to be supporting the recommendations of this policy.	18. Minister to meet with Vice-Chancellor of all Queensland Universities to relay proposals in this review	July meeting between Minister and Vice-Chancellors of all Queensland Universities	Tertiary institutions are important part of sound infrastructure for implementation of language education policy.
- Pre-service and in-service courses for specialist teachers which meet the needs of the Education Department and the wider community			- He should invite Vice-Chancellors to nominate all appropriate staff to attend meeting with Senior Department Officer responsible for languages and culture.	Nomination of appropriate University staff to meet with Senior Department Officer responsible for languages and cultures	Effective teaching depends on quality of education given to teachers-in-training.
- Pre-service and in-service courses for all teachers which will enable them to teach effectively in all situations they are likely to encounter			- Minister to meet with Vice-Chancellors in July to put following Recommendation into effect in August	Universities to start amending programs in line with this policy	At present there seems not to have been adequate procedures for ensuring a match between programs in universities and colleges and the needs of the language education system
- Pre-service and in-service courses for language teachers designed to give them adequate levels of professional competence and proficiency levels as outlined in this policy			- Minister to be thoroughly briefed and to be accompanied by relevant Department officers and/or the authors of this report		

SECTION IV.2 RECOMMENDATION 19 (See Also Recommendation 18)

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
As for Recommendation 18	Co-ordination between tertiary institutions and Education Department regarding training programs for language specialists and the introduction or expansion of units on language and culture for all teachers ensuring language teaching methodology in teacher education courses meets school needs and supports this policy	The tertiary institutions should be appraised of this policy and the Education Department's needs	19. A two-day conference to be held in August 1990 to improve co-ordination between tertiary institutions and Education Department Department to inform staff of tertiary institutions of schools' needs and situations Department to keep staff of tertiary institutions up-to-date with developments in languages and cultures Tertiary education staff should become involved in and aware of LOTE teaching methodology. Tertiary institutions should investigate the possibility of integrating DipEd courses with Degree courses. There should be a strand for LOTE Teachers in courses training teachers in P - 10 curriculum. Discussion of the items listed under Rec. 19 in Section IV.2 of this report.	Conference in August 1990 University programs that support this policy	- There is a lack of co-ordinated procedures for disseminating information and intentions between tertiary institutions in Qld Education Department - There are reservations about the appropriateness, nature and quality of some Teacher Education courses for intending language specialists. - There are concerns about absence of units dealing with languages and cultures in Teacher Education courses for non-specialists. - There are concerns about effectiveness of many ter-tiary language courses in developing practical proficiency in languages. - There is an inadequate supply of language teachers coming out of universities.

SECTION IV.3 RECOMMENDATIONS 20 - 21 - 22

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
A favourable climate for policy implementation	See Needs	The Minister and Eduation Department should initiate and develop measures to facilitate an informed community and professional understanding of issues and policies relating to languages and cultures in education and to promote the development of a climate favourable to the introduction and implementation of policies	20. Minister and Education Department to provide frequent media releases which give rationale for teaching of languages and cultures and which explain national and State policies 21. Education Department to stress importance of languages and cultures in its publications. It should ensure staff at all levels receive appropriate in-service training and become vital elements in development of favourable climate. 22. Minister to explain on all appropriate occasions reasons for teaching languages and cultures	Frequent media releases Education Department publications stressing importance of languages and cultures In-service training of staff Growing appreciation amongst teachers and the community at large of the reasons for encouraging all children to develop skills in other languages.	Debate about languages and cultures occurs too often from uninformed understanding of possible developments and issues underlying these developments. Community support is necessary if proposed developments are to be successful.

SECTION IV.3 RECOMMENDATION 23

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Readily accessible informed explanation of State and national languages and cultures policies and their implementation	Series of video programs for prime-time television to inform community about these policies and their implementation and to encourage community co-operation	There should be co-operation between States and Commonwealth to produce accurate publicity material relating to languages and cultures in education and seeking to create a favourable public climate towards language education.	23. Minister of Education to seek co-operation of all State, Territory and Federal governments in producing a series of video programs for prime-time television and other uses - Programs should: - explain need for State and national policies on languages and cultures - explain the policies and their implementation - seek to create a favourable climate towards improved language education.	Series of video programs for prime-time television and for use with professional and community groups Favourable public climate towards language education	To help Community to appreciate the importance of the policies and their implementation Community support is necessary if proposed developments are to be successful Informed and favourable attitudes in the teaching profession and in the wider community will assist the introduction and implementation of innovations in the languages and cultures field

SECTION IV.4 RECOMMENDATION 24

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Collection and dissemination of data on all aspects of languages, cultures and teaching	Establishment of a data base to which the Education Department has access. Regular dissemination of information from the data base to the Eduction Department and from there to professional and community groups and individuals	The department of Education should work closely with NLIA to make full use of the assistance it can provide for rational policy development and implementation. - Through publications, Department of Education to present regularly items of interest accessed through Data Base	24. Department of Education to initiate link with Professor Roland Sussex (U. of Q., Centre for Language Teaching and Resources) to develop structures for accessing data through Data Base of the National Languages Institute of Australia at U. of Q. Department to develop ties with (especially its Queenland Languages Institute of Australia for assistance with testing and curriculum aspects of data collection (By September 1990) Through its publications, Department of Education to present regularly items of interest accessed through Data Base	Link established for accessing data through National Data Base of Languages Institute of Australia by September 1990 Interaction with and support from NLIA prehensive data centre)	Data on all aspects of languages, cultures and teaching is an essential prerequisite for sound planning and effective implementation. NLIA available to give expert advice and com-

SECTION IV.5 RECOMMENDATION 25

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
High quality language programs	Quality control High quality language programs	There should be constant review of timelines and implementation to ensure that light quality programs are attained and consolidated	25. MACOLC and Implementation Working Party to continually review timelines and implementation procedures in order to ensure high quality of programs	Effective implementation of proposed initiatives High quality programs as reflected in regular reviews by LACU, the Working Party on Implementation, NLIA and other relevant bodies Publication of review annually Implementation of policy in accord with set timelines	- Without quality control the aim of this language policy and its innovations could be set back by decades. - To ensure quality of programs, timelines may have to be adjusted. - Nevertheless, timelines as set should generally be adhered to or exceeded.

SECTION V.1 RECOMMENDATION 26

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
- Opportunity for all students in Years 6 to 8 to study a LOTE - To strengthen notion of continuity between traditional divisions of primary and secondary schools	Compulsory study of a LOTE in Years 6 to 8 by January 1996	26. By January 1996 all schools to offer at least one language in Years 6 to 8 using a Cluster model to ensure sequential programs through Years 6 to 8 with study of a LOTE compulsory in these years.	- Determine: - Schools in each Cluster - Languages to be taught - People to teach these languages - Mode of teaching, either by specialist language teachers or teleconferencing	Sequential LOTE programs through Years 6 to 8 in all schools All children in years 6 to 8 studying a LOTE by January 1996.	- Introduction of LOTE learning over Years 6 to 8 establishes a curriculum link between Years 7 and 8 - Acculturation takes place more favourably with younger age groups. - By 1996 resources for implementing this recommendation should be in place - Variety of learning modes need to meet all situations - If the reasons outlined in this policy document to support LOTE learning are accepted, its benefits should be made available to all children

SECTION V.1 RECOMMENDATION 27

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
- Increased access to LOTE studies in Years 6 to 12 in Queensland schools	- Access for all Secondary School students to a LOTE for years 6 to 12	27. By January 1996 all Secondary Schools to offer at least one language other than English through all years to Year 12	- Expanded and improved training facilities for potential language teachers and language specialists.	Quality programs in place progressively during period January 1991 to January 1996 as measured by continuous assessment by LACU.	These measures aim at a high level of language learning in Secondary Schools with students able to pursue study for up to 7 years and achieve higher proficiency levels.
- Opportunities for study of more than one LOTE	- Access for all Secondary School students in schools with over 600 to at least two LOTES	- All schools with enrolments above 600 to offer at least two languages.	- Determine languages to be offered in different schools	All Secondary Schools offering at least one LOTE through all years by January 1996 and all Secondary Schools above 600 enrolment to be offering at least two languages.	The phased introduction of courses between 1991 and 2001 allows time for training of teachers, development of materials, etc.
- Increased access to language study through diversity of modes of study	Opportunity for student to choose mode of study	- No restriction on number of languages a student may choose to learn either through direct teaching or another mode	- Appoint appropriate staff to teach these languages. - Determine modes of learning these languages.		
		- By January 2001 at least 25% of all Year 12 students to study a language in quality programs	- Controlled introduction development and evaluation of programs (See Section V.5)	At least 25% of all Year 12 students studying a language in quality programs by January 2001	
		- This figure to double in decade 2001 - 2010		At least 50% of Year 12 students studying a language by 2010	
				Annual reporting of situation by LACU and Implementation Working Party	

SECTION V.1 RECOMMENDATION 28

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
To establish guidelines for informed languages policy decisions with regard to language and culture teaching to very young children	Clarification of effects of commencing learning of other languages during Years 1 to 5 specially effect on development of reading and writing skills. Establishment of guidelines for development of effective curricula and for the successful implementation of language programs for children in early school years.	Subsequent policy decisions on extending language teaching and learning into the early school years should be made on an informed and well-researched basis, especially where the LOTE and English have different orthographies.	28. Queensland Department of Education, seeking co-operation of NLIA to: - review and research second language learning in early school years (Pre-School to Year 5) - investigate effects of commencing study of another language (including Reading and Writing) during these years - establish guidelines for development of efeffective curricula and implementation of language programs Establishment of pilot programs for children in P-5 in a small number of schools selected by LACU	Research finding on: - effects of commencing learning of another language in early school years - effects of concurrent development of reading and writing skills - successful programs operating in pilot schools measured by continuous monitoring from LACU and NLIA	- It is proposed that most school clusters will eventually offer sequential programs from pre-school to secondary school. The investigation into the pilot programs will assist the development and implementation of programs for all schools

SECTION V.1 RECOMMENDATION 29

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Long term systematic language programs	The replacement of short language 'taster' courses by long term systematic language programs.	29. The practice in some Secondary School of offering a series of one-semester or one-term language courses to be discontinued and replaced by long-term systematic programs in one or more languages	- Discontinue practice of offering short courses. - Introduce long-term systematic language programs.	Replacement of one-semester or one-term language courses by long-term systematic programs as measured by monitoring by LACU and publication of state statistics on courses in Queensland schools. No more 'taster' courses to be operating after January 1992.	- Such 'taster' courses are too short to develop proficiency levels or to provide basis for students to make a choice of language for subsequent learning.

SECTION V.2 RECOMMENDATION 30

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
More effective teaching of reading and writing activities in languages with ideographic scripts	To consider usefulness of word-processing packages in teaching reading and writing in languages with ideographic scripts.	30. There should be a controlled evaluation of the word-processing package "Jiejing" developed by Dr Eric Chappell of Griffith University.	LACU to initiate empirical research studies of the effective of "jiejing" in promoting the learning of reading and writing in languages with ideographic scripts	Evaluation of "Jiejing in teaching languages with ideographic scripts. Publications of results	- US studies suggest it takes two or three times as many hours of study to achieve basic proficiency in Chinese, Japanese and Korean as in European languages. - The scripts for these languages are very complex and are a constraint on the acquisition of literacy even among children in those societies. Initial anecdotal evidence suggests "Jiejing" may be highly effective in promoting the development of reading and writing skills in languages with ideographic scripts See Sections V.1 and V.2, V.5 and V.6 of document

SECTION V.2 RECOMMENDATION 31

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
The provision of a balanced selection of languages to meet the needs of society generally to understand our own society, the societies of the Asian/Pacific region and the wider international communities; to meet the needs of groups and individuals with regard to language maintenance and bilingualism; to help meet the economic needs of Queensland and Australia	A balanced selection of target languages in the schools together with the opportunity for all children to select the language or languages of their choice.	31. Target languages in Queensland to be selected in accordance with priorities and related considerations outlined in Sections V.1 and V.2 and in accordance with procedures described in V.5 and V.6.	See V.1, V.2, V.3, V.5 and V.6	All recommended target languages available as indicated in Section V.2	

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
There is need for high quality language teaching materials in all target languages and appropriate to all learning modes.	Availability of teaching materials in all target languages and for all learning modes	LACU should probe available information on teaching materials needed to implement this policy, evaluate those available, and initiate action by which gaps may be filled.	LACU to enslist assistance to conduct survey of teaching materials, to assess their suitability and plan for their future development. Assessment of teaching materials in all target languages 32. LACU by using resources of Queensland Education Department or contracting Testing and Curriculum Unit of NLIA at Griffith University should: - survey teaching materials available for all target languages - assess their suitability for different modes of learning (Section V) - devise plan for initial period to January 1996 and for period to December 2000 for development of necessary materials.	Adequate supply of curriculum and teaching materials for all languages Plans to train for development of additional needed materials. Publication of reviews of available materials	- Materials for some languages and some modes of teaching are deficient or inadequate. - Few, if any languages have adequate materials for self-access or distance education. - Not economical for each state to develop distance learning programs in some languages

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
			Formulation of plans for interim materials for period to January 1996 and for more comprehensive and substantial resources progressively during period 1996-2000. 33. Education Department to liaise with other State, Territory and Federal governments or specifically with AACLAME to further collaborative national efforts in developing curriculum and other materials for use in class teaching, self-access and distance education modes.		

SECTION V.3 RECOMMENDATIONS 34, 35, 36, 37, 38, 39

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
To nurture the less well-established languages	Consolidation and strengthening of existing Chinese and Indonesian/Malaysian school programs Chinese and Indonesian/Malaysian courses in one Secondary School and its Feeder Primary Schools in each Region Expansion of Chinese and Indonesian/Malaysian courses throughout the 1990's in accord with Queensland needs	The less well-established languages should be nurtured through well-planned and well-monitored expansion in initially a limited number of schools. The languages most in need of attention are Chinese, Indonesian/Malaysian, Italian, Spanish, Australian Sign Language and indigenous languages	34. Chinese and Indonesian/Malaysian should be strengthened by: - Consolidating and strengthening the situation in the few schools where they already have been established - Establishing from January 1991, under carefully monitored circumstances, in at least one Secondary School and its feeder Primary Schools in each Region, programs in Chinese and Indonesian/Malaysian. Thereafter these languages should continue to expand at the rate of five new schools each year throughout the 1990's but subject to continual review by LACU and MACOLC LACU and MACOLC should support existing programs and guide the development of new programs in each Region. Under the guidance from LACU Regions are to determine the language to be offered and the combination of schools where they will be offered.	Pilot models in Chinese and Indonesian/Malaysian in place by January 1991 in each Region Expansion and careful monitoring of these courses in Queensland schools by LACU and the Implementation Working Party	- Need to nurture less well-established languages through well-planned and well-monitored expansion in a limited number of schools. - Chinese and Indonesian/Malaysian need special attention

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
			LACU and MACOLC should continually review the expansion of these language programs throughout the 1990's. Additions and modifications should made as required over the period 1991 to 2001		
	Establishment of Spanish as a Queensland priority language	Measures should be taken to ensure that Spanish becomes firmly established as a major language taught in Queensland schools	35. Queensland Spanish Government negotiations to obtain assistance in establishing Spanish as one of Queensland's priority languages 36. Pathways for intending teachings of Spanish to be established Education Department to discuss with Tertiary Institutions firm proposals for at least one University to develop courses in Spanish and to train teachers of Spanish 37. At least one Queensland University to establish courses in Spanish to enable students to train as teachers of Spanish (By January 1992) 38. A series of intensive courses in Spanish for groups of fifteen selected teachers	Evidence by October 1990 of Spanish Government support Introduction of Spanish studies at a Qld University by January 1992 Progressive introduction of Spanish in schools through the 1990's Training opportunities for teachers of Spanish created First Queensland-trained teachers of Spanish appointed	Spanish is in the weakest position of all priority languages There is no University base for Spanish Spanish is one of the major international languages It is reasonable to anticipate close trade with South America Previous immigration and refugee patterns have made Spanish a significant community language.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
			- Education Department to explore possibility of assistance from Spanish Government to staff these courses 39. Alternatively, up to fifteen selected potential teachers to be seconded to an appropriate institution in another state, followed by languages methodology training in Queensland The State Languages Coordinator to ensure that the necessary steps outlined above are taken Implementation Working Party to ensure effective implementation through twice yearly reports to MACOLC See also Recommendations 53 and 54 Qld LOTE Centre or a University to be contracted to provide these courses Education Department to seek assistance from Spanish Government to staff courses		

SECTION V.3 RECOMMENDATIONS 40, 41, 42, 43, 44, 45, 46

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
There is a need for all Queensland children to gain an accurate understanding of the cultural and historical background of indigenous society leading towards improved attitudes towards indigenous peoples and to their own enhanced sense of identity There is a need for language development programs for "linguistically different" indigenous children There is a need for bi-lingual programs for some indigenous children	Establishment of sound cultural/historical programs in all schools Establishment of effective language development programs as required Establishment of sound bi-lingual programs as required More favourable attitudes towards indigenous people amongst the rest of the community Enhanced sense of identity amongst indigenous people	Measures should be undertaken to ensure sound teaching about indigenous society to all Queensland effective language development programs as required for indigenous children; to establish sound bi-lingual programs for some indigenous children	40. School curriculum to include accurate cultural.historical programs LACU to liaise with other appropriate bodies to ensure that programs are prepared and implemented 41. Schools to implement effective language development programs for "linguistically different" indigenous children 42 Bilingual programs to be devised and implemented where required in early childhood LACU to oversight constant monitoring of these programs	Introduction of recommended programs into school curriculum. Satisfactory annual reports to MACOLC Improved attitudes towards indigenous people in the rest of the Queensland community Enhanced sense of identity amongst indigenous people with related improvements in educational attainment and decline in "at risk" indicators of societal problems	Aboriginal and Islander societies are significant parts of the larger Queensland society. Linguistically different indigenous children require English language development programs to enable them to develop their potential in school Bilingual programs are desirable in the early years of school for children with an indigenous first language Improved conditions for indigenous people require two-way changes, i.e. in their own conditions and sense of identity and in their acceptance and understanding by the rest of the Queensland community.

SECTION V.3 RECOMMENDATIONS 40, 41, 42, 43, 44, 45, 46 continued

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Need for awareness of traditional and present-day indigenous society To match indigenous language and culture programs to community needs.	Informed selection of indigenous languages for curriculum More culturally aware students More clturally aware teachers	LACU should initiate procedures to ensure that all Queensland children and teachers become aware of the nature and complexity of traditional and present-day indigenous societies.	There must be careful planning and consultation before selecting and introducing an indigenous language into school 43. Decisions about language selection in indigenous communities to be arrived after appropriate communities have been consulted and provided with accurate information 44. Regional and District personnel to be flexible regarding intorduction of indigenous language and culture programs Discussions to take place between appropriate Regional representatives and the local indigenous people to determine the wisest language selection. 45. All Qld children to become aware of nature and complexity of traditional and present-day indigenous society Studying aspects of a language should be part of this initiative. 46. Units of indigenous languages and cultures should be essential components in pre-service diploma and degree programs.	Selection and implementation of appropriate programs Higher level of knowledge about and understanding indigenous people and their cultures amongst Queensland children.	Problems of language selection can occur when schools cover children from a variety of indigenous language backgrounds from the same locality. There is need to dramatically improve the level of knowledge about and understanding of indigenous people amongst other Queenslanders.

SECTION V.3 RECOMMENDATION 47

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Educational measures to help people with hearing, visual and speech impairment Acceptance of people with hearing, visual and speech impairment in the mainstream Queensland society Facilitating interaction between and integration of such people and mainstream Queensland society	- Australian Sign Language to be officially recognized as a language in its own right - More Queenslanders able to communicate in Australian Sign Language	47. Qld Ministry of Education should include Australian Sign Language as a language to be fostered within proposed Qld policy on languages and cultures. It should be recognised by Ministry of Education as a language in its own right It should be accepted as a target language to be taught in Qld schools	- Australian Sign Language should be taught in at least one school per Region by January 1993	- Australian Sign Language accepted as a target language in Qld schools - Australian Sign Language being taught in at least one school per Regions by January 1993	Mainstream children wil be able to communicate and interact with one or more of the group with a physical impairment. People with hearing, visual or speech impairments will be better integrated into society and feel more equal and accepted if they are able to communicate with more people.

SECTION IV.4 RECOMMDENDATION 48

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
To improve the quality of cultural awareness programs and to look into funding of such programs To establish extent to which programs result in systematic understanding of cultures and enhanced cross-cultural attitudes	- Improved quality in cultural awareness programs - Better control over funding of such programs	Programs designed to enhance cross-cultural attitudes and multicultural awareness should be regularly evaluated.	Cultural awareness programs must follow firm guidelines with follow up work to assess their effects on community attitudes 48. The proposed research study into multi-cultural policy by the Division of Special Services should: - address concerns arising from inadequate controls in funding and inadequate follow-up of many cultural awareness programs - consider extent to which programs result in systematic understanding of one or more cultures and enhanced cross-cultural attitudes LACU to closely monitor and evaluate all multcultural programs	Improved quality of cultural awareness programs, better monitoring of such programs, better control over funding of programs	- Some current Queensland programs contain disturbing features. - Some schools readily obtain funding for unsatisfactory programs. - There is lack of control in introduction and implementation, and lack of suitabe evaluation of programs.

SECTION V.5 RECOMMENDATION 49

NEEDS (Societal and Individual	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
To ensure that programs are introduced and developed effectively	Carefully supervised introduction and development of programs	49. The introduction and development of programs should be part of a carefully controlled process as outlined in Section V.5.	- Media releases to give rationale for teaching languages and cultures; should explain national and Queensland policies. - Regional Supervisors of Studies and Regional LOTE Co-ordinator to meet with District Inspectors, Inspectors of Schools and all Principals and LOTE Cluster leaders to formulate and co-ordinate language policy within the Region - Appropriate personnel to meet with Principal, classroom teachers, parents and students, other community members Other measures are outlined in Section V.5	- Good media publicity - support at all levels for implementation of this policy - Reports of Regional meetings sent to Language Units. - Completion of framework for implementation by individual Clusters and schools - Regional Co-ordinator to give written agreement for proposal to proceed - Successful meeting to evaluate programs as outlined in Section V.5	- Uncontrolled introduction and development of programs often lead to failure. - Need for wide community support - Appropriate personnel need to work in close co-operation to formulate language policy and to introduce programs, as poor planning is doomed to failure and creates unnecessary frustration at all levels. - On-going evaluation is essential

SECTION V.5 RECOMMENDATIONS 50 - 51 - 55 - 56 - 57 - 58

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
There is a need to extend immersion programs more widely so as (a) to further develop and evaluate the model under a greater variety of circumstances and (b) to allow more children to attain the higher and more varied proficiency levels that immersion programs can bring.	To evaluate and extend immersion programs To enhance and diversify proficiencies attained	Existing immersion programme should be further supported and the model should be extended to other languages, other localities, and into both Primary and Secondary Schools	50. The Benowa S. H. S. French Immersion Program needs further resources and support: the three teachers involved should be declared additional to scale to be able to plan, co-ordinate and prepare resources. - Program to be monitored by Qld Education Department, assisted by Department of French (U of Q) and NLIA Testing and Curriculum Unit at Griffith University - Appointment of additional staff to Benowa S. H. S. to free Immersion Program teachers to prepare booklets in French or Science and other curriculum areas at annual intervals for the next five years - Close co-operation of all parties concerned required at all stages of operation 51. Berseker Street State School German Immersion Program should be further resourced, strongly supported and monitored See other implementation recommendations in Section V.5	- By 1991 a French/German immersion program in Brisbane North and Brisbane South or West Moreton - In 1992 an Italian program being trialled in a State High School - A Japanese program being trialled as soon as possible - By 2001 immersion courses in at least one State High School of each of the Seven Group One languages	- Models need to be developed and tested under a greater variety of circumstances. - Australian Advisory Council on Languages and Multi-Cultural Education advocates a balanced "internationalist" approach within the National Policy on Languages.

SECTION V.5 RECOMMENDATIONS 52 - 53 - 54

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
To strengthen the teaching of Italian	Strong and successful teaching of Italian at all levels	Existing successful programs in Italian should be further supported and the teaching of Italian strengthened throughout the school system.	52. The model operating at Woree State School should be strongly supported and monitored. The Woree and all other partially funded Italian programs throughout the State should be evaluated by appropriate specialists in applied linguistics.	Extension of Italian teaching into successful programs throughout the State Publication of evaluation reports	There is a variety of models but none has been properly evaluated. Italian is a language of major international, economic and community significance.
To strengthen the teaching of Spanish See also Recommendations 35 - 37	See Recommendations 35 - 37	See Recommendations 35 - 37	See Recommendations 35 - 37 53. Raceview State School program should be reviewed and re-structured in light of findings from review. - It should be supported and monitored to develop into model for Spanish programs in other schools.	Consolidated Spanish program at Review	- Raceview State School program needs support and monitoring to develop into model for Spanish programs in other schools
			54. Consideration should be given to introducing Spanish into nearby State High School to provide opportunities for Raceview students to continue their studies at secondary level and also to provide a secondary base from which to develop resources and strategies for Spanish at the high school level.	Introduction of Spanish into a State High School near Raceview State School	- This would allow Raceview students to continue their studies at secondary level and would provide a secondary base from which to develop resources and strategies for high school Spanish

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
	- Expansion of high school immersion programs to include by 2001 representation of all seven priority languages and progressive introduction to Primary Schools		55. by 1991 a French and a German immersion program could be established in Brisbane, one in North Brisbane and the other in South Brisbane or West Moreton	- By 1991 a French/German immersion program in Brisbane North and Brisbane South or West Moreton	- Models need to be developed and tested under a greater variety of circumstances.
			56. In 1992 an Italian immersion program should be trialled in a State high school.	- In 1992 an Italian program being trialled in a State High School	- Australian Advisory Council on Languages and Multi-Cultural Education advocates a balanced "internationalist" approach within the National Policy on Languages.
			- A Japanese immersion program should be trialled as soon as suitably proficient teachers are available.	- A Japanese program being trialled as soon as possible	
			- Gradually each of the seven Group One languages should be represented in a least one high school immersion course (by January 2001, with first new programs commenced in January 1991).	- By 2001 immersion courses in at least one State High School of each of the Seven Group One languages	
			57. In Primary Schools, immersion programs should be trialled initially in roughly ratio of one per Region (by January 2001, with first new programs introduced if possible by January 1993).	- In 1992, commencement of initial trialling of Primary school immersion programs - one per Region - Progressive successful operation of immersion programs in ratio indicated	Gradual introduction of innovative measures and strict monitoring are essential to ensure success.
			58. In all situations programs should go through the process of consultation, approval, strict monitoring and evaluation.		

SECTION V.5 RECOMMENDATIONS 59 - 60

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Provision for emergency situations	Vietnamese/English bilingual programs that meet the needs of the Vietnamese community Adequate provision to meet emergency situations	Vietnamese/English bilingual programs should be available where required to enable children entering school speaking Vietnamese to achieve maximum educational development.	59. Darra and other schools in the area should receive immediate assistance for consolidation and development of Vietnamese/English bilingual programs. LACU to organize necessary assistance Implementation Working Party to monitor situation 60. Planning for emergency situations should be on agenda for first meeting of MACOLC - Training of appropriate personnel to conduct courses should be undertaken.	- Establishment and consolidation of programs - Provision of suitable resources and materials - Adequate supply of teachers trained to service needs as they arise	- Need for early bilingual programs to overcome disadvantages for children from non-mainstream homes - Expected inflow of Vietnamese, and other refugees and migrants - Present emergency educational provisions are inadequate. - Emergency migration always possible - Necessary personnel to conduct courses often lack specialist teaching skills.

SECTION V.5 RECOMMENDATION 61

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Continuity and stability of programs	On-going success of language and culture programs at all levels Responsiveness to changing needs Stability in programs offered	All programs must be routinely monitored and adjusted in the light of their success and changing needs but successful projects should have a expectation of continuity	61. Monitoring and assistance must be maintained routinely and actively once a project has been approved and established. - Schools must accept close monitoring of projects - In-coming Principals must accept broad strand of guidelines concerned with continuity and stability of programs - LACU to maintain overall supervision of programs - responsibility for LOTE implementation to be included in duty statements of LACU personnel and State Coordinator LACU to identify suitable sources of request advice on which schools may call	Evidence through reports (July 1990 - December 1995) from LACU, State Coordinators and Implementation Working Party that the process is being followed Principals strongly supportive of bilingual programs in their schools. Ready advice available from experts in relevant fields, especially applied linguistics	- Unsupervised programs often lead to failure, disappointment, frustration and waste of money - Principals have not always been sympathetic towards exceptional programs, and Principals have sometimes been rotated to frequently - There has been uncertainty about some programs due to uncertainty about future funding and support Project-based programs have too often led to "stop-start" policy implementation with successful programs disappearing when the initial meeting funds dried up

SECTION V.5 RECOMMENDATIONS 62 - 63

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Pilot programs that can serve as models for language and culture teaching across the State	Designation of South East Queensland, Central and Peninsula Regions as "target" areas by August 1990	A limited number of areas should be given special support to enable models to be trialled and developed in the most favourable circumstances	Targeting specific areas to achieve high quality models and avoid diluting resources through spreading them evenly in all parts of Queensland simultaneously 62. Approval to be given for SE Queensland, Central and Peninsula Regions to be designated "target" areas 63. Regional meetings to refine strategies and start planning to establish models, Regional Language Centres, in-service programs, links with technology, languages to be taught in certain areas, opportunities to develop Follow procedures as described in V. 5	Satisfactory reports by Implementation Working Party to MACOL Existence of model programs	- During interim period of five years resources would be too diluted if spread throughout the state. - These three areas are chosen because they contain an exceptionally wide and complex range of situations. - Central Region has already initiated and developed methods of getting good language teaching to children in isolated areas. - Peninsula and Central have clearly developed organisational structures which will assist effective formulation and implementation of innovations. - Senior personnel are actively committed to developing area of languages and cultures within their Region.

SECTION V.3 RECOMMENDATIONS 62 - 63 continued

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
					The heaviest concentration of population is in the South East corner of the state and the economic and social reasons for language teaching are especially acute.

SECTION V.3 RECOMMENDATIONS 64 - 65

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Access to language programs for all students in years 6,7,8	A variety of modes by which language learning can occur and allowing the wide range of needs and interests of both society and individuals to be met	Language learning should be made available by the range of modes specified in Section V.6 with Model 1 (direct teaching) being the preferred mode for most schools and Model 2 (teleconferencing) being especially for children in isolated areas	64. Models 1 and 2 to be usual approaches by which languages are offered to children in years 6,7 and 8 - Model 1 - preferred model for most schools - Model 2 - for most children in isolated areas 65. LACU needs to ensure that the proposals and recommendations are followed as outline in V.5 and V.6	Sufficient qualified teachers to service needs of language students throughout the state Satisfactory reports received by Implementation Working Party Establishment and development of a variety of modes of offering languages Possibility of students in all parts of the State selecting the language(s) that match their needs and interests Possibility of students learning one or more languages by direct teaching or another mode	Education systems need to identify priorities but individuals often have other needs: a variety of modes is essential to cater for system priorities, individual needs and geographical location

SECTION V.6 RECOMMENDATIONS 66, 67, 68, 69

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Learners with high levels of language proficiency (in LOTE and English) The development of special purpose skills Diversification of language learning opportunities	To provide means by which students can maximize their language proficiency and develop special purpose skills where the regular facilities are insufficient To recognize language skills as of educational value whenever they are acquired	Language skills should be recognized as of educational value and certificated along with school-based subjects	66. Special courses (outside usual school programs) of varying lengths and for a variety of purposes, should be introduced, developed, and evaluated, and student attainment recognized on regular school certificates. - LACU to ensure assessment procedures are established 67. Implementation of a comprehensive program of special courses to be the designated responsibility of the State Coordinator for Languages and Cultures 68. Organizers, teachers, instructors presenting special courses to be appropriately qualified and remunerated 69. No student should be prevented from attending a course because of poor financial circumstances Qld Minister of Education to present a description of special courses and a request for funding to his Federal counterpart See detailed implementation proposals in Section V.5 especially pp. 59-63	Existence of the range of special courses outlined in pp. 59-63. Establishment of one Asian and one European special language program before end of January 1991 Establishment of recommended courses in all Regions as outlined in pp. 59-63. Availability of necessary funding operation of some special courses sponsored by commercial and/or other bodies as outlined on p.61.	Provision of facilities and procedures that allow accelerated learning, development of special skills, and wide choice of languages Intensive courses have been shown to lead to enhanced levels of attainment There is need to recognize that language skills can be developed by many ways There is a need for the educationization to recognize and certify language skills developed beyond the classroom

SECTION V.7 RECOMMENDATION 70

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Adequate facilities in schools for teaching languages and cultures	Satisfactory classrooms, equipment and facilities for language teaching	70. Criteria for classroom conditions, language rooms, equipment and general facilities for language teaching should be formulated by LACU. (By December 1990)	LACU to investigate and report on real needs for classrooms, equipment and other facilities for language teaching LACU to take account of the range of modes recommended in considering facilities required Professional associations should be involved with LACU in developing criteria	Language subject classrooms where appropriate Language classrooms equipped with specialised facilities for teaching languages	Equipment, facilities and other conditions for teaching languages should not be inferior to those for other subjects and should be conducive to effective language learning in the range of modes proposed

SECTION VI.1 RECOMMENDATION 71

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
All teachers to be aware of the learning needs of children of minority cultures and to be equipped to teach them effectively	All teachers able to teach effectively in multicultural classrooms All teachers should be trained to teach children of different cultures and, in particular, to assist their learning of English.		71. All teachers to receive as part of their basic pre-service training a one-semester unit in cross-cultural teaching to include a basic introduction to second language teaching and how to teach children of non-english-speaking backgrounds	Inclusion of suitable units in pre-service training of all teachers	- All teachers must be trained to deal with children of non-English speaking backgrounds in their classes. - most schools include children of different language and culture backgrounds

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Adequately trained language teachers to implement this policy	Provision of sufficient teachers adequately trained in language teaching	Language teaching methodology should form a part of the pre-service of all language teachers and all language teachers should be trained to teach at all age levels.	72. All Primary and Secondary School teachers-in-training who wish to specialise in language teaching to take equivalent of at least two semester units in second language teaching methodology (including classroom tecniques, syllabus design and program writing, and assessment procedures) and to be trained to teach throughout the Pre-School, Primary and Secondary School age range.	Inclusion of suitable units in pre-service training of all specialist language teachers All language teachers trained to teach at all age levels	- Language teachers will often be required to teach across full age range of children in schools All language teachers need a thorough understanding of the theory and practice of language teaching
A cadre of highly proficient and professionally competent language teachers	Language teachers with specialist graduate diploma or higher degree in applied linguistics	73. All language teachers shoud be strongly encouraged to take a specialist graduate diploma or higher degree in the area of applied linguistics (including second language teaching) - A specialist graduate diplomoa should be regarded as minimum qualification for promotion beyond the class teacher level from January 1995 with, during the interim period successful completion of substantial in-service courses run by LACU being accepted as an alternative	- Provision for graduate courses in applied linguistics in universities Promulgation by Department of these conditions on promotion LACU to organise substantial in-service courses	- Availability of necessary courses All language teachers in promotional positions with graduate diplomas or higher degrees in applied linguistics	- There is an urgent need to upgrade qualifications of language teachers in Queensland to facilitate implementation of the proposals in this report. Qualified and effective teachers are needed to assist colleagues, supervise programs, develop courses, etc.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Language teachers with adequate proficiency for teaching purposes	All language teachers to meet minimum proficiency levels	74. Minimum language proficiency level for teachers of languages that use ideographic scripts should be S:3, L:3, W:2, R:2 and for teachers of other languages S:3, L:3, W:3, R:3.	Minimum proficiency levels to be promulgated and notified to teacher training institutions In-service programs to be established to up-grade teachers of LOTE 75. LACU to initiate a project to investigate the usefullness of word-processing packages with ideographic script iin promoting the development of high levels of proficiency in Reading and Writing by teachers 76. LACU (possibly with assistance from NLIA Testing and Curriculum Unit at Griffith University) should: - initiate a survey to estimate proficiency levels of language teachers in Qld schools - develop a plan to raise the level of proficiency of all language teachers to those indicated by the year 2000 and, if possible, to within one ASLPR step to those levels by 1995.	Regular in-service LOTE up-grading programs Research findings regarding usefulness of such word-processing packages All teachers with minimum proficiency levels as specified in Recommendation 76 by 1995 and then by 2000	- Language proficiency is of fundamental importance for language teachers. - Urgent need to up-grade skills of Queensland language teachers - The LOTE is both the target and the medium of instruction. - Teacher is often the principal (if not sole) model of the language - Teachers need to use the best of modern communicative methods. - Teachers of all age levels able to present a fluent, grammatically accurate and situationally sensitive model of the language - Living in country of target language is one of the quickest means of increasing language proficiency

SECTION VI.1 RECOMMENDATIONS 74 - 75 - 76 - 77 - 78 Continued

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
			77. Minister for Education to request Federal Government to amend taxation provisions to encourage language proficiency by travelling to and living in country of origin of their languages		- Finanial incentives to do so are overdue and would be well received
			78. LACU to negotiate with Board of Teacher Registration and the Universities to give effect to relevant Recommendations of Section VI.1 and VI.2		
			- LACU to negotiate with Qld Teachers Union in order to utilize productivity provisions in teachers award		
			- to provide incentives for language teachers to obtain recommended minimum qualifications		
			- to amend its own promotional criteria to the same end		

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Improvement of status of language teachers	Classification of languages teachers	79. By January 1991, Department of Education to introduce a language teacher category into its teacher classification system	Inclusion of language teacher category in Department's classification system and promulgation of criteria	Introduction of category "Language Teacher" into teacher classification system	At present language teachers are designated General Teachers.
		- Persons in this category should have attained minimum proficiency levels indicated in Recommendation 74 and have taken at least two Semesters in language teaching methodology.	Board of Teacher Registration accepts proficiency levels as specified as minimum criteria for registration to teach LOTE		
Establishment of minimum effective standards of LOTE teachers	Registration as teachers of LOTE subject to minimum acceptable levels of language proficiency and professional training	- After January 1996, Board of Teacher Registration should not list LOTE subjects on a teacher's certificate unless proficiency levels specified have been reached	Teachers not to be assigned to teach a LOTE unless they have achieved the specified levels or unless in support of other teachers (eg. in teleconferencing)	LOTE qualifications appearing on Teacher's Registration certificates, only if acceptable minimum level reached	There is an expectation that any teacher with some knowledge of another language can teach that subject, even where teacher has not undertaken any study of the subject at tertiary level, either in content or methodology.
Establishment of minimum effective standards of Secondary Teachers of English	Registration as teachers of English subject to minimum training criteria	80. After January 1996, Secondary Teachers of English to have majored in English during Teacher Education courses or to have done equivalent study of English subsequently. This should include an introductory semester in linguistic theory and at least two semester units in English Methodology		All English teachers with a major or equivalent in English and appropriate methodology studies	There is an expectation that any General Secondary Teacher can teach English.

SECTION VI.3 RECOMMENDATIONS 81 - 82 - 83 - 84 - 85

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Career paths for language teachers Retention of effective language teachers in the profession Encouragement for intending teachers to opt for language teaching Supply of high quality language teachers for positions of increased responsibility	Sufficient supply of effective language teachers to implement this policy	That satisfying career paths be available for language teachers	81. Some positions in the advanced skills teacher band should be reserved for language teachers 82. There should be additional promotional positions for language teachers at the levels of: - Cluster Co-ordinator - District Co-ordinator - Regional Co-ordinator - Senior Education Officer - State Co-ordinator (as outlined in Recommendations 13 and 15) 83. The position of Regional Languages and Cultures Co-ordinator should equate to at least Deputy Principal level. 84. The position of State Languages and Cultures Co-ordinator should equate to at least the level I.16 85. Persons already holding any of the promotional positions at the time this report is implemented should be confirmed in them irrespective of the actual promotional path they followed.	Publication by September 1990 of positions on career path open to language teachers Creation and progressive filling of the promotional positions specified for language teachers	- Options for career advancement limited for language teachers Very few positions are at present available for Subject Masters in languages and these are decreasing as Principals have authority to determine areas which will be allocated positions of authority If ambitious and effective teachers are to be retained in language teaching there must be available a satisfying career path which they can follow without leaving language teaching

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Increase and diversify the field from which persons employed to conduct language teaching are drawn	Adequate supply of language teachers or assistants to implement this policy in high quality programs	Language and culture teaching assistants should be used to supplement the supply of language teachers subject to specified conditions	86. During period 1990-1996 formalised and controlled procedures should be adopted to recruit, train and supervise language teaching assistants	Adequate supply of teacing assistants	There is urgent need to increase the supply of persons able to teach languages
Diversify languages available for study and to compensate for serious shortfall in language teachers available for many of the priority languages	Upgrading programs for language and culture teaching assistants	Language and culture teaching assistants should have opportunities to improve their qualifications and status and to foresee a satisfying career path.	- Careful selection processes to be undertaken		- Selection procedures for and teaching by untrained assistants has not always been successful
			- Regular briefing and debriefing by supervising personnel		
			- Initial four-week training session to be undertaken in basic language teaching methodology and role of language teaching assistant in schools	Establishment of training program for assistants	- Full implementation of this policy with fully trained teachers cannot be achieved until the supply of people with skills in the priority languages is increased
			- Subsequent workshops to be regularly attended		- Essential to encourage further training of teaching assistants
			- Possible career path to be mapped out with series of levels giving accreditation and financial benefit	Setting up of career path	
			- For Level 1 Certificate:		
			- one year on-the-job training through school administration, teachers and visiting specialists		
			- attendance at four week-end workshops		

SECTION VI.4 RECOMMENDATIONS 86 - 87 Continued

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
			- Level 1 Certificate to offer stability of employment and salary to rise to average weekly wage in three years 87. Qld Department of Education should immediately begin negotiations with Qld Universities on content of training programs for language teachng assistants and credits to be provided towards subsequent degree programs - An Associate Diploma to be awarded after three years successful on-the-job and workshop training - Associate Diploma to provide additional payment and credit towards university training See Section VI.4.i for further details	- Establishment of Associate Diploma programs - Decision on credit for Associate Diploma towards subsequent university training - Assistants progressing through the training program	

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Increase and diversify the field from which persons employed to conduct language teaching are drawn To enable teachers of other subjects to teach languages	Adequate supply of language teachers to implement this policy in high quality programs	Teachers of other subjects who wish to teach a language should be encouraged to do so following appropriate re-training	88. Conversion courses of one semester or one year to be established to train teachers in other areas to teach Japanese, Chinese, Indonesian/Malaysian and Spanish and progressively the other languages in the Table in Section V.2 (p.38) - Careful selection and follow-up procedures required - Teachers for Chinese, Indonesian and Spanish should be offered intensive courses in language and methodology at institutions in Queensland or, if necessary, in other states Teachers proficient in a LOTE should be offered a suitable methodology course and, if necessary, an upgrading course in the language	A range of intensive courses in language and methodology progressively in place	Teachers of other subjects wishing to teach a language need suitable re-training programs in language and/or methodology

SECTION VI.4 RECOMMENDATIONS 89 - 90

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Increase and diversify the field from which persons employed to conduct language teaching are drawn	Adequate supply of language teachers to implement this policy in high quality programs	Overseas trained teachers should be given the oportunity to re-train (if necessary)) to teach languages in Queensland schools	89 and 90. Negotiations to be undertaken between Department of Education and Board of Teacher Registration to establish appropriate recruitment procedures and with Board and Queensland Universities to establish suitable training programs for overseas trained teachers - with recognized qualifications - without recognized quallifications	Establishment of suitable training programs for overseas teachers	- Some overseas teachers recruited without careful selection and follow-up procedures have proved ineffective in Queensland schools. - Carefully selected overseas teachers could greatly assist expansion of language teaching as aprovisional measure.
Training for overseas language teachers to teach in Queensland schools			- Teachers from both groups would be required to undertake a minimum one-semester course to familiariize them with Queensland education system, its procedures and expectations. - Exemption only for those granted immediate Board Registration who are from countries with similar education systems and school circumstances		

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
			- The possibility of Federal funding to be explored	funding to finance project	During 1974 - 76, 2000 overseas teachers were recruited with Federal funding for a major expansion of Queensland educational facilities
				Mounting of such courses	
			See Section VI.4.A (iii) for further detail of implementation	Selection of fifteen teachers per semester for four years from seven target languages	
				Overseas trained teachers teaching languages effectively in Queensland schools	

SECTION VI.4 RECOMMENDATION 91

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Increase and diversify the field from which persons employed to conduct language teaching are drawn Training courses to enable people from industry, commerce and other professions to re-train to teach languages	Adequate supply of language teachers to implement this policy in high quality programs	Persons with language skills in other professions should be attracted into language teaching with salary incentives	91. To attract good quality people from other professions into language teaching, consideration should be given to allowing them, after training, to enter teaching force at a higher point on salary scale than people without such professional training and experience - Discussions should begin with appropriate bodies from July 1990.	Successful recruiting of people from other professions into language teaching	These people with their wider fields of experience could make a valuable contribution to language teaching. It is useful to have language teachers with proficiency in specialist registers of the language

SECTION VI.4 RECOMMENDATION 92

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Maximum use of language teaching skills that are available	To make the most effective use of available language teachers	Language teachers should generally be used only for language teaching.	92. Each Region of the Department of Education to provide data to Central Office on implications for staffing if existing LOTE teachers taught only languages LOTE teachers should be declared additional to staff ceilings so that teachers can be employed to take their place in the non-language teaching parts of their timetables.	- Full timetables of language classes for LOTE teachers - Additional staff appointed to service areas vacated by LOTE teachers	- A significant increase in teacher supply could be obtained by offering existing LOTE teachers a full timetable of language classes - A number of LOTE teachers now teaching in other curriculum areas as well

SECTION VI.4 RECOMMENDATION 93

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Consolidation of Japanese teaching with better trained teachers	Supply of high quality teachers of Japanese to staff current and projected programs	93. The present provision of fifteen scholarships (worth $8000 per annum) at the University of Queensland for final-year students proceeding to a Diploma of Education in Japanese should be expanded in 1991 at the discretion of LACU but with not less than twenty new scholarships (Decision to be made by December 1990)	- By December 1990 LACU to decide on number of scholarships for intending teachers of Japanese - Additional funding to be sought	In 1991 awarding of not less than twenty scholarships to final year students of Japanese proceeding to Dip Ed	- Not possible to organize supply of teachers equally and simultaneously for each of target languages and a phased development is desirable - Japanese programs have expanded more rapidly than teacher supply - Japanese now in situation whereby existing and projected training developments could be consolidated and supported - Already fifteen scholarships are awarded to Dip Ed students of Japanese in their final year of language study.

SECTION VI.4 RECOMMENDATION 94

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Accurate and detailed projections of teacher supply necessary for implementation of the policy recommendations in this Report and a plan of action	To provide accurate projections of teacher supply and a plan to enable the necessary level of supply to be attained	94. LACU should initiate a detailed analysis of the staffing implications of this policy - LACU should also formulate a precise and detailed set of specifications for the different teacher supply elements (eg., the number of student teachers to be recruited in Spanish in 1991, etc.)	LACU either itself or by contract to undertake analysis of the staffing implications of this policy specifying teacher numbers, current and needed proficiency levels, and methodology training required A plan to be developed to enable the teacher supply needs to be met	- Detailed analysis of staffing implications of this policy - A precise and detailed set of specifications for the different teacher supply elements	Implementation of the policy recommendations in this document is crucially dependent upon accurate estimates of language teaching personnel required in Queensland

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Appendix I

AUSTRALIAN SIGN LANGUAGE

Australian Sign Language is distinctive amongst Australia's community languages in that it uses manual-visual modalities instead of the oral-aural modalities associated with spoken languages.

Australian Sign Language (termed "Auslan" by many of its users) is a dialect of British Sign Language which almost certainly was brought to Australia by the earliest immigrants. It has been determined that about 10,000 to 15,000 deaf people in Australia use or rely on Australian Sign Language for most everyday communication (Hyde & Power, 1990) When their conversational partner is unable to use sign language, these signing deaf people most frequently resort to writing or to the much less exact procedure of lip-reading. This distinguishes this group of language users from other groups as most of them cannot learn to speak, or, in some cases, write English.

The "signing community" is certainly larger than the signing deaf community as it consists of the hearing children, parents, teachers and friends of many signing deaf people. This larger community extends the use of sign language.

Australian Sign Language is recognized in the National Policy on Languages and its inclusion in the State Language Policy would appropriately extend its recognition at a State Level.

This recognition could reflect the National Policy on Languages and could include:

- the development of training programs for interpreters in Queensland.
- increasing the number of NAATI accredited interpreters in Queensland (there is currently only one Level 3 interpreter available for all legal, medical, and other essential and emergency interpreting services in the State).
- provision of interpreters for signing deaf people so that, beyond present emergency provision, they have, including as far as possible, equality of service, opportunity, education, and learning. (cf Hyde & Power, 1990;Hyde, 1988).
- the employment of appropriately qualified signing deaf teachers to enhance access to education for many deaf people.
- the development of courses or subjects in Australian Sign Language for normally-hearing, secondary (and primary) school students, as has taken place in some other States.

- the development of post-secondary and other further education courses or subjects for community members who are interested in learning Australian Sign Language.

- recognition and support of the roles of charitably-funded organizations such as the Queensland Deaf Society and associations of deaf people such as the Queensland Association of the Deaf and Deaf Link. These organizations provide most of the present interpreter services, the socio-cultural focus of deafness and deaf people's access to communication with the general community.

- support for research into the characteristics of Sign Language and the Deaf Community.

- the recognition of the role of telephone devices for the deaf (TDD's) and related telephone interpreter services as an important aspect of community access for signing deaf people.

- the recognition of the need for open captions and/or sign language interpreting on televised programs of public significance of importance.

- the development of community education programs designed to inform the attitudes of the general community on the use of Australian Sign Language.

- guidelines for the media in reporting on or describing Australian Sign Language and its users.

CONCLUSION

In Queensland there are between 2500 and 3500 deaf people who use or rely on Australian Sign Language. Many of these are not able to learn to use or speak English effectively and in this respect are different from other groups of language users. For this reason, the capacity of the general community to be accessible, more informed, and competent in the use of Australian Sign Language is essential if these signing community members are to realize their full potential.

Dr Merv Hyde
Associate Prof. Des Power
Ms Breda Carty

Division of Education
Griffith University

May, 1990

APPENDIX II

LOTE forward planning
1990 - 1992

Languages

Other

Than

English

Central Region

Developing
Quality Learning

DRAFT ONLY

Central Region
Department of Education
Queensland

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Val Barton	Classroom teacher and teacher of primary LOTE, Berserker Street State School.
Marjorie Cass	Teacher of LOTE, Glenmore High School
Noel Comrie	Deputy Principal, Toolooa High School
Josephine Dundas	LOTE district leader and teacher of LOTE in high school and primary, Blackwater High School
Nicola du Thaler	LOTE cluster leader and teacher of LOTE in high school and primary, Dysart High School
Jenny Franke	Librarian and teacher of LOTE, Rockhampton High School
Kevin George	Deputy Principal, Glenmore High School
Kaye Head	Acting Subject Master LOTE, North Rockhampton High School
Laura Mazzolini	Curriculum Master, LOTE cluster leader and teacher of LOTE, Mt Morgan High School
Christine Perret	LOTE cluster leader and teacher of LOTE in high school and primary, Moura High School
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Colleen Sawatzki	LOTE district leader, LOTE subject master and teacher of LOTE in high school and primary, Gladstone High School
John Spencer	LOTE cluster leader and teacher of high school LOTE, Yeppoon High School
Val Staermose	LOTE consultant, LOTE district leader and teacher of primary LOTE, Regional Office
Martin Teuwsen	Deputy Principal and teacher of high school LOTE, Emerald High School
Wayne Troyahn	Deputy Principal, North Rockhampton High School

A rough draft of discussion outcomes from this regional meeting on March 23 was presented to district LOTE meetings in Blackwater, Gladstone and Rockhampton on March 26, 1990 for further input. The valuable comments contributed by classroom teachers, LOTE teachers and administrators who attended these meetings is also acknowledged.

Introduction

It is not the intention of this booklet to duplicate publications being produced by Curriculum Services Branch, Department of Education, Queensland. Schools have already received a number of publications which clarify the place of languages other than English in the curriculum and provide guidelines for the writing of programs and their implementation in primary and high schools.

Schools should have received the following Departmental publications:

- P-10 Language Education Framework, 1989
- In other words - Languages other than English; Years 6 to 8 sourcebook, Curriculum Services Branch, 1988
- Languages other than English; Guidelines for writing a program - Years 6 to 8, Curriculum Services Branch, 1988
- Establishing a multicultural curriculum; Information for administrators, Queensland Multicultural Co-ordinating Committee
- Languages other than English in the primary school; Information for administrators, Queensland Multicultural Co-ordinating Committee.

In addition, in 1989, all teachers in Central Region received a copy of Central Focus, Curriculum Issues No. 3. This stated regional policy with regard to LOTE and informed teachers of LOTE initiatives in the Region.

The aims of this booklet are:

- To review LOTE developments in Central Region since the provision of Australian Second Language Levels Project (ASLLP) funding.

- To identify some of the ***practicalities*** which must be addressed by educators during the three year period 1990 - 1992, if LOTE programs in Central Region are to consolidate and strengthen their place in the curriculum.

Review of LOTE developments in Central Region since the Provision of Australian Second Language Levels Project (ASLLP) funding

In 1988, twelve of the Region's sixteen high schools offered one or more language(s) other than English, but only one primary school taught LOTE. In 1989 forty-one primary schools introduced LOTE programs at the Year 6/7 level. This year a further five primary schools introduced LOTE programs at the year 6/7 level. Two new Year 8 Japanese programs and one new French program are being taught. In addition fourteen more primary schools are interested in introducing LOTE as soon as staffing allows and the consultation process is completed.

Central Region believes that the consultation process with school administration teams, teachers, students, parents and community members is essential and must not be hurried. All schools interested in introducing LOTE will be involved in careful initial planning which we believe is crucial if schools and their communities are to be genuinely committed to long-term quality LOTE learning.

With respect to the choice of languages offered in schools, we have been guided by three major factors: teacher supply; the continuity of LOTE learning between primary and high schools; and a concern to maintain a balance between Asian and European languages. The current situation in our schools is that of the forty-six primary schools now involved in LOTE programs, twenty-four teach Japanese and the other twenty-two teach French or German, while in one school Total Communication is taught as part of the integration of hearing-impaired students into mainstream classrooms.

In the majority of clusters we have adopted the itinerant teacher mode of service delivery, where LOTE teachers attached to high schools service feeder primary schools. Because of the nature of Central Region where we have a large geographical area with many small rural schools, teleconferencing has been adopted as a mode of delivery in thirteen primary schools and one secondary department. In some cases these teleconference sessions form one of the two thirty minute teaching sessions. In other cases, twice weekly teleconferencing, supported by workbooks and additional FAXED visuals are used, supplemented by fortnightly or monthly face to face teacher back-up sessions.

The traditional delivery mode where primary and high school teachers teach only within their base schools is also used, particularly in high schools where LOTE teachers are involved in other subject areas and are therefore less mobile.

In line with the P-10 Language Education Framework, Central Region views LOTE as part of the language arts curriculum and therefore an important part of the total curriculum. In primary schools, twice weekly sessions of 30 minutes duration are taught by LOTE specialists and reinforced by a further three ten minute follow-ups, implemented by classroom teachers. However, LOTE learning is not confined to these sessions alone. The region believes opportunities to integrate learning about the culture to which the language belongs exist across the curriculum in both primary and high schools. For this reason Friday/Saturday workshops for classroom teachers supporting LOTE programs were held on two occasions during 1989 with the aim of helping teachers utilise integration opportunities. Further teacher development during 1989 included district meetings in conjunction with TSN 11 telecasts, language proficiency workshops and two day regional meetings for teachers of primary LOTE. These two day meetings in September and December allowed us as a region to review developments to date, examine programs and resources currently in use, and engage in curriculum renewal, production of resources and forward planning.

Forward planning 1990

In order to continue the high levels of team-work which have contributed so much to the initial success of LOTE programs in the Region, the first forward planning meeting for 1990 was held on March 23.

The aims of the meeting were:

* To review the rationale for LOTE learning in primary and high schools in Central Region.

* To identify contributing factors to successes/concerns with present LOTE programs in primary and high schools in Central Region.

* To draft a plan of action for LOTE in Central Region 1990-92 which enables us to capitalise on our perceived strengths and address our expressed concerns.

A synthesis of discussion outcomes in relation to each of these aims follows.

A rationale for LOTE learning in Central Region

Through learning a language other than English students will:

- Develop sensitivity to other cultures, an appreciation of Australia's multicultural society and a deeper understanding of their own cultural background.
- Develop a love of language which in turn will develop
  - communication skills
  - confidence and self-esteem
  - an interest in acquiring further languages.
- Develop a deeper understanding and appreciation of the English language.
- Develop heightened aural and oral skills.
- Develop greater cognitive flexibility and divergent thinking skills.
- Enhance their career options and enjoyment of travel and tourism.

(These purposes for LOTE learning were placed in priority order by the reference group.)

Contributing factors to successes/concerns with present LOTE programs in primary and high schools in Central Region.

Successes	*Reasons*
The number of students learning a LOTE has increased considerably since 1988.	. Provision of ASLLP funding . Integral placement of LOTE in the P-10 Language Education Framework. . Regional support for program implementation.
Enjoyment of LOTE teaching and learning is evident.	. LOTE learning is novel in the primary curriculum. . In high schools changes in teaching methodology promote communicative competence. . A minimum of formal assessment in primary programs.
Students experience a sense of achievement.	Success built into planning.
Parental enthusiasm and community awareness have increased.	. Student enthusiasm transmits itself . Participative planning for LOTE . Good media coverage.
The integration of LOTE across the curriculum is being established.	Teacher development opportunities for non - LOTE teachers.
Languages other than English are chosen by students as senior subjects.	. The community values competence in LOTE. . Support of regional and school administrators in staffing small senior classes.
More student - centred learning is occurring in LOTE classrooms.	. Teacher development opportunities promote changes in teaching practices. . Visits by LOTE advisory teachers. . Initiatives from Curriculum Branch. . Focus on learning in Regional Strategic Plan 1990-92.

Successes (cont)	*Reasons (cont)*
LOTE learning is contributing to multicultural awareness.	. Integration of LOTE and learning about the cultures to which they belong. . Involvement of native speakers in LOTE programs.

Concerns	*Reasons*
The number of schools serviced by itinerant LOTE teachers.	. Lack of time to liaise with classroom teachers and administrators. . Need for adequate travel time. . Lack of 'belonging'.
Inadequate training and proficiency of some LOTE teachers.	. Inappropriate/insufficient pre-service training. . Lack of sufficient on-going professional development.
Management of LOTE programs, particularly in high schools where small numbers in senior classes put pressure on timetabling.	. Staff numbers tight. . Need to review timetabling options.
Demands on curriculum time.	Curriculum already crowded in both primary and high schools.
Insufficient resources and time to make resources.	. Staffing constraints. . Insufficient funds.
Provision for continuity of LOTE learning.	. Lack of LOTE teachers, particularly in Japanese. . Practical constraints e.g. timetabling. . Variety of languages in primary schools.
Community expertise is not tapped sufficiently.	Lack of time to co-ordinate input.
Active support of administrators, teachers and parents is sometimes lacking.	. Need for further awareness at all levels. . Multiplicity of other commitments.

Concerns (cont)	*Reasons (cont)*
The primary/high school link can be non-existent if teachers are not involved in both programs.	. Practical constraints . Teacher personality type and teaching style may be better suited to particular year levels.
Insufficient face-to-face back-up for teleconference programs.	Staffing constraints.
The need to sustain the high levels of enthusiasm for LOTE learning during the 7/8 transition.	. Lack of sufficient quality teachers. . Lack of resources to cater for mixed proficiency groupings in classrooms seeking to promote student-centred learning.
Designated teaching areas for LOTE are in short supply	Lack of money and space.
Teacher burn-out.	Zeal and commitment of those involved in LOTE in Central Region are high and exhaustion can be the result.

A plan of action for LOTE in Central Region 1990 - 92

Reflection on the perceived strengths and expressed concerns in relation to our current LOTE programs, as summarised above, provided the basis for the following plan of action.

Three major areas which need to be addressed to ensure quality LOTE learning were identified by the group. They are:

1. Professional development of teachers involved in the delivery and support of LOTE learning.
2. Provision of human and material resources to support quality LOTE learning.
3. Effective communication at all levels in matters pertaining to LOTE.

These three areas need to be addressed at four different levels:

1. Systems level
2. Regional level
3. District/cluster level
4. School level.

Because the focus of this document is on LOTE in Central Region, the systems level will only be addressed, in so far as what is proposed at each of the other three levels will fit within the overarching framework of the systems level.

The following three tables are an attempt to clarify goals and objectives within the three identified areas of need and to ***suggest*** a division of roles and responsibilities at the regional, district/cluster and school levels for the three year period 1990 - 92 to enable the region to fulfil the set goals and objectives.

oal: To cater for quality learning through the professional development of teachers involved in the delivery and support of LOTE programs

bjectives:
- To enhance teachers' understanding of a communicative approach to LOTE learning.
- To assist teachers to plan for the integration of LOTE across the curriculum.
- To assist teachers in their planning for a changing clientele.
- To upgrade the language proficiency of LOTE teachers.

evel	1990	1991	1992
egional	LOTE consultant co-ordinates: • one day in-service for district/cluster leaders focusing on consultancy/coaching skills • two day language proficiency workshops for all LOTE teachers • two day co-operative planning meeting for subject masters, subject co-ordinators and curriculum masters to ensure that Year 8 programs reflect a communicative approach to LOTE learning and are a natural extension of primary programs.	• The Regional executive team maintains the 50% consultancy position for LOTE within the Language Development team. • Supervisors of Studies and LOTE consultant review teacher development and survey needs and emphases for on-going professional development. • The Region supports on-going professional development in response to needs.	→ → →
	• Inspectors observe and encourage communicative LOTE learning.	→	→
istrict/Cluster	• District leaders in Rockhampton, Gladstone and Blackwater facilitate district meetings once per term in conjunction with TSN 11 telecasts.	• District/cluster leaders co-ordinate workshops once per semester to investigate management strategies for student-centred learning.	• District/cluster leaders co-ordinate workshops once per semester to examine ways of extending learning opportunities for gifted linguists.
	• District leaders encourage teachers to participate in LOTE proficiency evenings and meetings, and co-ordinate these.	→	→
	• District/cluster leaders/LOTE teachers meet with classroom teachers supporting LOTE programs to outline program objectives and integration possibilities.	→	→
chool	• Principals encourage high school teachers, not involved in primary programs, to visit feeder primary schools.	→	→
	• LOTE subject masters, curriculum masters and subject co-ordinators assume responsibility for the redrafting of Year 8 programs to cater for the different clientele entering Year 8 in 1991 and ensure LOTE teachers are fully conversant with these.	• LOTE subject masters, curriculum masters and subject co-ordinators assume responsibility for the redrafting of Year 9 and Year 10 programs to cater for:. a. a more proficient clientele b. students wishing to start a new LOTE in Year 9	• LOTE subject masters, curriculum masters and subject co-ordinators assume responsibility for the redrafting of Year 11 and Year 12 programs and ensure LOTE teachers are fully conversant with these.

Goal: To provide appropriate human and material resources to support quality LOTE learning

Objectives:
- To examine ways of efficiently deploying the personnel necessary to support quality LOTE learning.
- To tap all possible sources of funding to support LOTE programs.
- To share LOTE resources effectively and equitably within the Region.

Level	1990	1991	1992
Region	• Supervisors of Studies examine the possibility of forming a pool of LOTE teachers, independent of the staffing formula of any one school from 1991. • Supervisor of Studies 9-12 lobbies for additional LOTE subject master positions to be attached to the LOTE pool and work across schools. • Supervisor of Studies 9-12 puts up a submission for central funding for technology to assist LOTE learning. • ASLLP funding covers travel expenses for LOTE teachers, teleconference teaching, the publishing of work booklets and the cost of regional professional development. • The Region makes available a limited number of TRS days for planning and professional development. • Librarians at the Capricornia Education Centre catalogue regionally held LOTE resources and circulate titles to schools.	• The Regional budget makes provision for travel for LOTE teachers, teleconference teaching and funding for regional teacher development, from June 1991 when ASLLP funding ceases, unless further Federal/State funding is made available to support LOTE	→
		• Supervisors of Studies actively recruit quality LOTE personnel.	→
		• The Region continues to apply for available central funds to support particular initiatives within the LOTE program.	→
District/Cluster	• Administrators responsible for timetabling meet to draw up possible scenarios to maximise time-efficient use of LOTE teachers across schools in 1991.	• District/cluster leaders draw up a list of native speakers willing to be involved with LOTE programs on a voluntary basis and co-ordinate their input across schools.	→
		• LOTE resources are shared across schools through networking within the LOTE staffing pool.	→
School	• School administrators in primary and high schools report their expected staffing needs for LOTE in 1991 to the Supervisors of Studies 4 - 8 and 9 - 12, bearing in mind that high schools need to cater for a continuation of LOTE learning for students flowing on from primary programs.	• Schools monitor the effects of higher levels of sharing of LOTE personnel and resources and suggest refinements.	
		• Subject masters, curriculum masters and subject co-ordinators put up submissions for a share of school SERS funds to be allocated to LOTE.	→

Goal: To communicate clearly at all levels in matters pertaining to LOTE

Objectives:
- To inform schools and their communities about LOTE programs and their place in the curriculum
- To inform the wider community of the positive experiences to be gained through LOTE learning

Level	1990	1991	1992
Region	• The LOTE consultant publishes one regional newsletter per semester to inform schools of LOTE developments.	→	→
	• The LOTE consultant encourages the media to report on special LOTE events.	→	→
	• The LOTE consultant is available to provide information about LOTE to schools and their communities.	→	→
	• The LOTE consultant co-ordinates monthly meetings of the Second Language Consultative Group .	→	→
	• The region publishes and circulates to schools, a three year action plan for LOTE, written in consultation with the regional LOTE reference group and schools.		
	• The LOTE consultant monitors regional activities and keeps the Departmental Strategic Planning Committee informed.	• The LOTE consultant co-ordinates the production of a LOTE information video for use with parents and teachers.	
		• The region revises the three year action plan for LOTE.	→
District/Cluster	• District leaders in Gladstone, Blackwater and Rockhampton publish a LOTE newsletter to inform schools within their district of local LOTE events.	→	→
	• Lote district meetings, held once per term, provide a forum for information sharing.	• LOTE district meetings, held once per semester, provide a forum for information sharing.	→
School	• Subject masters, subject co-ordinators and curriculum masters keep their colleagues informed of LOTE developments and include LOTE items in school newsletters.	→	→
	• P and C associations are encouraged to invite LOTE personnel to speak on initiatives in the area.	→	→
	• School language policies reflect the integral place of LOTE within language education.	→	→

PROJECT 1

SECOND LANGUAGE SUPPORT THROUGH COMPUTER TECHNOLOGY

1. Background

1.1 Central Region has an extensive L.O.T.E. (Languages Other Than English) over 45 primary schools clustered around central secondary schools. The scheme is in its second year of operation.

1.2 The Region is in its second year of using a teleconferencing technique, supported by tapes, print material and visiting teachers to offer a second language in smaller and remote primary schools. Results to date are encouraging.

1.3 Part of the support program used has been the purchase and application of computer programs on Japanese language from commercial and public sources.

1.4 A Regional Learning Systems Consultant has had time allocated to synthesising these language programs to provide oral as well as visual assistance. Recent work has been encouraging and it is now possible to produce computer programs with speech-synthesised support.

2. Proposal

It is proposed that the Department of Education support a pilot project in technology using material developed to date and providing for further work to be done in the area.

3. Detail

3.1 The pilot would use a set of laptop computers equipped with a 'Voice-Thing' and headphones on a 1 for 2 class provision. This set would be a mobile facility used in the remote and small schools to supplement the teleconferencing. It is proposed that this mobile concept be trialed through the purchase of one set of equipment.

3.2 The pilot would also use a set of non-portable (IBM) computers with similar configuration to the laptop models for a trial in a standard primary school program.

3.3 Because of the RAM-intensive nature of the programs it will be necessary to use hard-drive machines and to use a tape back-up unit to change programs at regular intervals. A normal floppy disk will only give about 30 seconds speech.

3.4 Costs

15 Toshiba 1200 lap top computers with 20M Hard Disk Drive	@	$2300	
15 "Speech Thing" (Dick smith)	@	$ 100	
15 Headphones	@	$ 40	
			$36 600
15 CCS Computers with 20MG Hard Disk Drive	@	$1200	
15 "Speech Thing" (Dick Smith)	@	$ 100	
15 Headphones	@	$ 40	
			$20 100
1 Tape Backup unit	@	$1000	
5 Tapes	@	$ 50	
2 Cards	@	$ 200	
			$ 1450
TOTAL			$58 150

The Region will contribute TRS time to develop materials and programs.

APPENDIX III

The Australian Second Language Proficiency Ratings (ASLPR) is a scale that is used to rate the proficiency of non-native speakers of a language. It has 9 defined levels and 3 undefined levels between 0 (zero) and 5 (native-like). The full scale must be used when rating learners but, for information, the following table presents the scale in summary form.

The ASLPR was developed by D.E. Ingram and Elaine Wylie, has been in use since 1979, and is now widely accepted both in Australia and Internationally.

KEY HEADINGS FROM

AUSTRALIAN SECOND LANGUAGE PROFICIENCY RATINGS (ASLPR)

D. E. Ingram and Elaine Wylie © 1979/1985

S:0 Zero Proficiency Unable to function in the language	L:0 Zero Proficiency Unable to comprehend the spoken language	W:0 Zero Proficiency Unable to function in the written language	R:0 Zero Proficiency Unable to comprehend the written language
S:0+ Initial Proficiency Able to operate only a very limited capacity within very predictable areas of need.	L:0+ Initial Proficiency Able to comprehend only a very restricted range of simple utterances within the most predictable areas of need and only in face-to-face situations with people used to dealing with non-native speakers	W:0+ Initial Proficiency Able to write clearly a limited number of words or short formulae pertinent to the most predictable areas of everyday need.	R:0+ Initial Proficiency Able to read only a limited range of essential sight words and short simple sentences whose forms have been memorized in response to immediate needs.
S:1 Elementary Proficiency Able to satisfy immediate needs using learned utterances.	L:1 Elementary Proficiency Able to comprehend readily only utterances which are thoroughly familiar or are predictable within the areas of immediate survival needs.	W:1 Elementary Proficiency Able to write with reasonable accuracy short words and brief familiar utterances.	R:1 Elementary Proficiency Able to read short simple sentences and short instructions.
S:1 Minimum Survival Proficiency Able to satisfy basic survival needs and minimum courtesy requirements.	L:1 Minimum Survival Proficiency Able to comprehend enough to meet basic survival needs.	W:1 Minimum Survival Proficiency Able to satisfy basic survival needs.	R:1 Minimum Survival Proficiency Able to read personal and place names, street signs, office or shop designations, numbers, isolated words and phrases, and short sentences.
S:1+ Survival Proficiency Able to satisfy all survival needs and limited social needs.	L:1+ Survival Proficiency Able to satisfy all survival needs and limited social needs.	W:1+ Survival Proficiency Able to satisfy all survival needs and limited social needs.	R:1+ Survival Proficiency Able to read short texts on subjects related to immediate needs.
S:2 Minimum Social Proficiency Able to satisfy routine social demands and limited work requirements.	L:2 Minimum Social Proficiency Able to understand in routine social situations and limited work situations.	W:2 Minimum Social Proficiency Able to satisfy routine social demands and limited work requirements.	R:2 Minimum Social Proficiency Able to read simple prose in a form equivalent to typescript or printing, on subjects within a familiar context.
S:3 Minimum Vocational Proficiency Able to speak the language with sufficient structural accuracy and vocabulary to participate effectively in most formal and informal conversations on practical, social and vocational topics.	L:3 Minimum Vocational Proficiency Able to comprehend sufficiently readily to be able to participate effectively in most formal and informal conversations with native speakers on social topics and on those vocational topics relevant to own interests and experience.	W:3 Minimum Vocational Proficiency Able to write with sufficient accuracy in structures and spelling to meet all social needs and basic work needs.	R:3 Minimum Vocational Proficiency Able to read standard newspaper items addressed to the general reader, routine correspondence, reports and technical material in his special field, and other everyday materials (eg. best-selling novels and similar recreational literature).
S:4 Vocational Proficiency Able to use the language fluently and accurately on all levels normally pertinent to personal, social, academic or vocational needs.	L:4 Vocational Proficiency Can comprehend easily and accurately on all levels and social contexts and in all academic or vocational contexts relevant to own experience.	W:4 Vocational Proficiency Able to write fluently and and forms of the language normally pertinent to personal, social, academic or vocational needs.	R:4 Vocational Proficiency Able to read all styles and forms of the language pertinent to personal, social, academic or vocational needs.
S:5 Native-like Proficiency Speaking proficiency equivalent to that of a native speaker of the same socio-cultural variety.	L:5 Native-like Proficiency Listening proficiency equivalent to that of a native speaker of the same socio-cultural variety.	W:5 Native-like Proficiency Written proficiency equivalent to that of a native speaker of the same socio-cultural variety.	R:5 Native-like Proficiency Reading proficiency equivalent to that of a native speaker of the same socio-cultural variety.

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